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ABSTRACT

This guide lays out the issues, objections, responses, and strategies involved with expanding the School Breakfast Program in a state or a school district. The guide describes in lay terms the particulars of the School Breakfast Program, and outlines successful state and local campaign strategies. It contains the following chapters: (1) The School Breakfast Program; (2) Reasons to Start a School Breakfast Program; (3) Trends in Participation; (4) Overcoming the Barriers to Participation; (5) How to Organize a School Breakfast Campaign; and (6) Successful Campaign Strategies. Eight appendices contain samples of School Breakfast Program application forms, surveys, letters to parents and students, by-laws for a School Breakfast Campaign Committee, press releases, fact sheets, flyers, and agendas. (JD)

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FRAC's Guide to School Breakfast Expansion

SP 029 775

About FRAC

Since 1970, the Food Research and Action Center has served as a nonpartisan caenter seeking lasting solutions to hunger, malnutrition and poverty in America. As a national organization, FRAC works with individuals, elected officials, religious groups, civic leaders and the business community to solve one of America's most serious domestic problems.

By seeking improved federal food programs, greater economic opportunity for low-income people, and better protection of the rights of the impoverished, FRAC works to alleviate the hardships of hunger and poverty. FRAC's multi-dimensional approach of legal representation, policy analysis, research, grass-roots activities and public information results in a coordinated and balanced effort to adress the complex problems of hunger and poverty in America.

FRAC is a nonprofit 501(c)(3) organization which relies primarily on the support of foundations, religious groups, corporations, individuals and others to continue its work on behalf of the disadvantaged. Contributions to FRAC are tax-deductible to the extent permitted by law.

FUEL FOR EXCELLENCE:

FRAC's Guide to School Breakfast Expansion

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TABLE OF CONTENTS

Preface v

Foreword vii

Acknowledgements ix

Chapter 1: INTRODUCTION 1

Chapter 2: THE SCHOOL BREAKFAST PROGRAM 5

2.1 What is the School Breakfast Program? 5

2.2 Who is eligible? 5

2.3 Who administers the program? 6

2.4 How do schools pay for the program? 7

2.5 What's for breakfast? 7

Chapter 3: REASONS TO START A SCHOOL BREAKFAST PROGRAM 11

3.1 Provide the "missed meal" 11

3.2 Increase educational achievement 12

3.3 Improve children's health 13

3.4 Provide nutrition education 14

3.5 Decrease classroom disruptions and discipline problems 14

3.6 Improve financial outlook 16

Chapter 4: TRENDS IN PARTICIPATION 17

4.1 Current levels 17

4.2 Trends over the past 18 years 17

Chapter 5: OVERCOMING BARRIERS TO PARTICIPATION 23

5.1 Structural barriers 23

5.2 Ideological barriers 26

Chapter 6: HOW TO ORGANIZE A SCHOOL BREAKFAST CAMPAIGN 29

6.1 Steps to organize the campaign 29

6.2 Needs assessment and cost estimate 34

Chapter 7: SUCCESSFUL CAMPAIGN STRATEGIES 37

7.1 State legislation 37

7.2 Local organizing for voluntary expansion 39

Chapter 8: APPENDICES 43

Appendix A–American School Food Service Association Resolution in Support of a National Campaign to Expand Participation in the School Breakfast Program 43

Appendix B–School Breakfast Program Expansion Kit: Sample Documents 44

Fact Sheets 45

School Breakfast Parent Interest Survey 47

School Breakfast Student Interest Survey 48
Data Sheet on Schools, School Districts, and the Community 49
School Application Form (West Virginia) 50
Agenda for Community Conference or Public Meeting 54
Bylaws for School Breakfast Committee 55
Student Survey of Foods for Breakfast 56
Community Flyer 57
Hunger Action Coalition Letter to Local School Food Service Director and School Board 58
Press Releases for Meeting with School Board 60
School Breakfast Committee Statement to School Board 62
Hunger Action Coalition's Testimony to School Board 63
Letter to Parents from School Announcing Availability of Program 65
Application for Free and Reduced-Price School Meals 66
Children's Rights in the School Breakfast Program 68
Appendix C–Literature Review on the School Breakfast Program and Audiovisual Resources 69
Appendix D–Sample State Legislation on Expanding the School Breakfast Program: Texas (State Requirement); Connecticut (State Financial Incentives) 76
Appendix E–Advocate Contacts (Selected States) 78
Appendix F–State Departments of Education - School Breakfast Contacts 81
Appendix G–U.S. Department of Agriculture Regional and National Office Staff 85
Appendix H–U.S. Congress Contacts on School Breakfast Program 88

PREFACE

The School Breakfast Program is paradoxically one of the most beneficial yet underused federal nutrition programs. It meets a vital need – feeding hundreds of thousands of schoolchildren who otherwise wouldn't be eating breakfast due to poverty or family circumstances. It is effective – study after study show a link between nutrition and learning. It is efficient – nearly 90 percent of its participants, due to family need, receive free or reduced-price breakfasts. In fact, over 83 percent of the School Breakfast Program's children are from families who earn $14,300 a year or less.

Unfortunately only 39 percent of the schools that offer lunch services also serve breakfast. This discrepancy results in almost 24 million schoolchildren receiving a school lunch, while only 3.7 million schoolchildren receive a school breakfast. This difference is striking even after allowing for distinctions between the two programs.

Despite its benefits, school districts have been slow to adopt the School Breakfast Program. The reasons for the delay vary. Some claim breakfast in the schools usurps the role of the family and distorts the role of the school. Others cite operational costs and scheduling headaches. Still others object to what they perceive as yet another "handout" program. Complaints abound about having to hire additional supervisors and to create special facilities.

However well-intentioned, the impact of these objections hurts those least able to bear it – the children. Recent national poverty statistics show a significant increase in poverty among children, to the point where there is a higher concentration of poverty among children than in any other age group. These objections also overlook the successful experience of the many school districts that have overcome the logistical and financial problems and have reaped the benefits of improved attendance and heightened academic performance. Hungry children cannot learn.

There are many reasons why children do not have a breakfast in the morning: the two-earner couple too busy to prepare a proper breakfast, the single mother trying to stretch an already over-taxed budget, the hurried snack eaten hours before a long morning bus ride to school, the unavailability of breakfast at school. Whatever the cause, the child bears the consequences.

The solution to this problem of lack of participation by schools in the School Breakfast Program does not require new federal legislation. The School Breakfast Program provides the money to reimburse school expenses associated with establishing and operating a breakfast program. In fact, Congress recently demonstrated its commitment to improve the School Breakfast Program by increasing the subsidy per meal by 3 cents.

Notwithstanding federal legislative support for the program, the responsibility for initiating a breakfast program rests with the schools. Concerned parents, teachers, and other members of the community must also become involved.

The people at the Food Research and Action Center are dedicated and conscientious; we commend them for their work on behalf of schoolchildren, parents, teachers and other concerned individuals.

The Food Research and Action Center wrote this Guide to School Breakfast Expansion with those concerned parents, teachers, and individuals in mind. The Guide lays out the issues, objections, responses, and strategies involved with expanding the School Breakfast Program in a state or to a school district. The Guide describes in lay terms the particulars of the School Breakfast Program, and outlines successful state and local campaign strategies. The appendices contain useful samples of School Breakfast Program application forms, surveys, letters to parents and students, by-laws for a School Breakfast Campaign Committee, press releases, fact sheets, flyers, agendas, and much more.

The Guide will be helpful whether it is someone's first experience in public affairs or his or her hundredth. Numerous states have been successful in providing low-income children with a morning meal through state legislation or local organizing. This Guide will help expand this beneficial program even further. We urge parents, teachers, and other advocates for children to read the Guide – and, more importantly, to act on it.

Finally, the success of this Guide as well as the School Breakfast Program rests with concerned, caring people who dedicate a portion of their time and effort to the welfare of this country's most priceless resource, its children. We join in a bipartisan salute to you who make this program work.

Rudy Boschwitz
U.S. Senator, Minnesota

Tom Harkin
U.S. Senator, Iowa

FOREWORD

The Food Research and Action Center is pleased to announce a national campaign to expand participation in the School Breakfast Program. FRAC's longstanding involvement with child nutrition programs gives us a unique view of what has been done and what still needs to be accomplished to provide nutritious meals to America's youth.

We are pleased to note that the American School Food Service Association, which represents 60,000 members who prepare, serve and administer the program, has endorsed FRAC's expansion campaign and stands ready to offer informational and technical advice. We welcome their support and that of other national organizations from the education, nutrition, religious, farm and advocacy community which may choose to join the campaign. Some national groups who have already endorsed the national campaign include: American Academy of Pediatrics; American Camping Association; American Federation of State, County and Municipal Employees; American Public Health Association; Bread for the World; Children's Defense Fund; Christian Children's Fund; Council for American Private Education; Council of Great City Schools; Interfaith Action for Economic Justice; International Reading Association; National Anti-Hunger Coalition; National Catholic Conference for Interracial Justice; National Consumers League; National Council of Churches, Domestic Working Group on Hunger; National Education Association; National Farmers Organization; National Farmers Union; National Milk Producers Federation; National Student Campaign Against Hunger; Public Voice for Food and Health Policy; Save the Children; Service Employees International Union, AFL-CIO; and the Society for Nutrition Education.

Breakfast is an important meal for all age groups, particularly for growing children. Studies have documented the significant relationship between eating breakfast and the ability to perform in school. Simply put: a hungry child cannot learn. Breakfast is important in developing a healthy body and mind.

The need for expansion is evident. Although the eligibility requirements are the same for all school meals programs, in the 1986-87 school year only 3.7 million students ate a school breakfast daily compared to the 24.4 million students who received a school lunch. The main reason for this disparity is the low number of schools offering a School Breakfast Program.

The need to increase the number of schools which offer a breakfast program becomes even more compelling when we see that 90 percent of current school breakfast participants live in low-income households. In poor families, there may not be enough money to buy nutritionally adequate breakfast foods. In the absence of the program, many would eat no breakfast at all.

The School Breakfast Program helps children from all income levels. In families in which both parents work, there may not be anyone to fix breakfast for the children. In almost all families, the morning rush to school and work leaves little time in which to eat a good meal. Children who have long bus rides to school from rural areas or across large cities often arrive at school hungry–even if they have eaten breakfast at home. Providing a breakfast program in more schools would help children in all of these situations and it is important that every child at least have the opportunity to eat breakfast at home or at school.

With the help of many people across the country, the numbers of schools offering a School Breakfast Program will rise. School Breakfast advocates–parents, teachers, unions, school officials, and community advocates –are our link to ensuring a nutritious meal at school for all children. A successful campaign will mean that millions of children who have gone without breakfast in the past will now be given a more equal educational opportunity.

We hope this guide provides useful information and the neccessary tools to start or continue School Breakfast expansion efforts. Please let us know if we can be of further assistance in your work as champions of School Breakfast.

Robert J. Fersh
Executive Director

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We would like to thank the State Child Nutrition Directors who responded to our breakfast survey and provided such useful information on the School Breakfast Program in their state. We also appreciated the suggestions and comments of Congressional and federal agency staff.

Thanks go to the following for the use of their wonderful photographs: Annette Bomar of the Georgia Department of Education; Shelly Terry, Chief, Program Assistance and Monitoring, Maryland State Department of Education; Mary Alice Carmichael, Director of School Food Services for Chapel Hill, North Carolina School District; and Helen Minns, Tennessee Department of Education.

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Ed Cooney, Project Director
Jennifer Heitman, Author

CHAPTER 1:

INTRODUCTION

The School Breakfast Program, which Congress has permanently authorized, is targeted to reach poor and near-poor children (nearly 90 percent of participants receive free and reduced price breakfasts because of their family income), yet it is vastly underutilized. Average daily participation is 3.7 million children, compared with 24.4 million in the National School Lunch Program (USDA, FNS, *Food Program Update*, January, 1987). Only about 37,000 schools participate in school breakfast as compared to nearly 90,000 in school lunch (USDA, FNS, Program Information Directory, Fiscal Year 1986). These facts are why FRAC is sponsoring a national campaign to double the participation of low-income children in the School Breakfast Program from 3 million to 6 million children.

Recent national poverty statistics indicate a major growth in poverty among children, to the point that there is a higher concentration of poverty among children than in any other age group. According to 1986 Census Bureau statistics, the poverty rate among children under age 18 is 20.5 percent, compared to 13.6 percent for the population as a whole. In 1986, one in every five children under the age of 6 lived below the poverty line. The gap between the poverty rate for children under 18 and the poverty rate for the overall population is at its widest point since data collection began in 1959.

While no one knows exactly how many people in this country are hungry, there is no question that millions face hunger several or more days each month. Harvard University's Physician Task Force on Hunger in America estimated that 20 million people in this country are hungry for some period of time each month. This estimate includes 12 million children. According to a 1983 U.S. Conference of Mayors report: "Hunger is perhaps the most prevalent and detrimental problem facing American cities today."

Poverty and hunger are directly linked, and federal policy reflects a recognition of this connection. The cost of the U.S. Department of Agriculture's Thrifty Food Plan, originally intended as an emergency, short-term diet, is a key factor in determining the poverty level. The cost of the plan was multiplied by three because USDA's *1955 Survey of Food Consumption* determined that, on average, households spent one-third of their income on food. This poverty level is used to determine the extent of poverty in the U.S., as well as eligibility for federal assistance programs. Obviously, if a person's income is below the poverty level, it is unlikely that he or she will be able to afford an adequate diet.

Various studies show breakfast to be effective in enhancing the nutritional status of children, yet the needs of millions of children remain unmet. Recent federal legislative changes (Public Law 99-661, H.R. 7, enacted in 1986) made the School Breakfast Program more attractive financially to school districts. The dramatic need of these children and the renewed federal committment to School Breakfast make it a program ripe for expansion at the state and local level.

The need for expansion is apparent. The most recent USDA study of child nutrition programs, *The National Evaluation of School Nutrition Programs* (1983), revealed that many more students would eat a nutritious morning meal if one were provided in their school. This finding is significant since, as indicated in the report: "increasing the likelihood that children will eat breakfast... can be considered a nutritional benefit in that, on the average, children who eat a breakfast are substantially better nourished than those who skip breakfast." In a recent study of junior high and high school students, 40 percent said they skipped breakfast "frequently" or "always" (*Food Fight: A Report on Teenager's Eating Habits and Nutritional Status*, Citizen's Policy Center, 1984). Yet new research shows that skipping breakfast in the morning negatively affects performance on school-type tasks (*Brief Fasting, Stress, ana Cognition in Children*, Pollitt, 1981).

Despite successful programs and enthusiastic support for school breakfast in many areas of the country, some school boards and school officials remain unconvinced that school is the appropriate setting for offering breakfast to children. They cite as reasons: high administrative costs, problems with bus schedules, federal budget

cuts and a belief that breakfast is a "family meal." Other officials are unaware of the program, how to apply for participation in it, or its many benefits.

While the problems faced by school administrators may appear insurmountable, the growing need for school breakfast in a changing America should be more widely acknowledged. Some children travel long distances on school buses, and nourishment before classes could be beneficial, even if they eat something at home earlier. With the radical increase in households with two working parents, breakfast simply is not served at home as frequently. Currently, 70.4 percent of all working mothers have school-age children (Bureau of Labor Statistics, News Release, August 20, 1986). In households with meager resources, breakfast may be difficult to provide on a regular basis. Growing children should be able to rely on breakfast at school when circumstances make a regular nutritious morning meal at home difficult.

The existence of the School Breakfast Program is an affirmation of this nation's commitment to ensuring that its children are properly nourished, and have equal opportunities to learn in school. It is a sound program, and can be an essential one, particularly for lower income children.

A national campaign to expand participation in the School Breakfast Program is a direct response to alleviating hunger among school children. In announcing this campaign, the Food Research and Action Center will act as a national clearinghouse on the School Breakfast Program for school officials, educators, parents, students and community advocates. FRAC will also:

- work with other national groups to encourage them to get their members involved in local and statewide school breakfast expansion campaigns;
- target key states for expansion campaigns (states which have a significant population of children receiving a free or reduced-price lunch but have limited access to school breakfast and have a viable local and/or statewide coalition willing to conduct such a campaign);
- provide speakers and expert testimony on School Breakfast before state and local bodies;

and

- provide technical assistance (including training packets) to groups interested in implementing an expansion program.

FRAC and allied organizations, representing the education, school food service, nutrition and advocacy community, are launching a School Breakfast Expansion Campaign to increase program participation. These groups include the American School Food Service Association. (See Appendix A for the American School Food Service Association's (ASFSA) resolution in support of the campaign.) School Breakfast Program expansion is an important goal of the school food service community. As pointed out by Jane Wynn, President of ASFSA:

> **"The School Breakfast Program can have a major influence on a child's ability to take advantage of educational opportunities. It is true that a hungry child cannot concentrate on learning when the student is preoccupied with how long the wait is for lunch. Each child deserves the opportunity for a breakfast at school when, for a host of reasons, the child has been unable to eat at home. The concerns over transportation, supervision, and cost-effectiveness are realistic but have been addressed and solved by many schools and school districts. ASFSA endorses the expansion of the School Breakfast Program and stands ready to offer information and technical expertise for the accomplishment of this goal."**

Grassroots support of the program has never been greater. Millie Waterman, Vice President for Legislative Activity for the National PTA has noted that:

> **"It has often been said that breakfast is the most important meal of the day. If this is true for adults, the impact of starting the day with – or without – a nutritious breakfast is even greater for children. Some children, many from low-income families, do not receive adequate nutrition at home. For these children, school lunch has traditionally provided the only hot, nutritious meal they eat all day. Further, studies have shown that there is a link between eating breakfast and academic achievement. For children from low-income families access to a School Breakfast Program is essential, yet only 36 percent of those schools participating in the National School Lunch Program offer breakfast. This program is in need of expansion. The National PTA offers our assistance in expanding participation in this very important program."**

Children need to start the morning with a nutritious meal in order to get the most out of their school day. Federal support for providing this nutritious meal is available to any school that applies. The necessary steps to ensure the availability of this meal are to inform school officials and community leaders of the importance of the School Breakfast Program and to facilitate the application process for schools. These goals can be achieved by a campaign for voluntary expansion at the local level or through state legislation.

CHAPTER 2

THE SCHOOL BREAKFAST PROGRAM

2.1 What is the School Breakfast Program?

The School Breakfast Program was originally established in 1966 as a pilot program to provide funding for meals to children in "poor areas and areas where children had to travel a great distance to school." In 1975, amendments to the Child Nutrition Act of 1966 (P.L. 89-642) permanently authorized the program. Included in this legislation was a statement of congressional intent that the program "be made available in all schools where it is needed to provide adequate nutrition for children in attendance." The School Breakfast Program provides federal funds to assist in providing a nutritious morning meal to children in schools and residential child care institutions (RCCIs). (Breakfast is equally important to preschool children and can be provided to family day care homes and child care centers with federal funds made available through the Child Care Food Program.)

2.2 Who is eligible?

Schools

All public and non-profit private schools and all RCCIs can participate in the School Breakfast Program. In most cases, application for participation has to be made by the school or school district to the State Education Department. Private schools or institutions which cannot by the state law or policy be administered by the State Educational Agency can apply to an alternate state agency, or to the Regional Office of the Food and Nutrition Service, U.S. Department of Agriculture, whichever is applicable. The application must be approved as long as the school or district is willing to abide by program rules.

Individuals

All students have the right to a nutritious school breakfast, if the school chooses to offer the program. School breakfasts are either "free," "reduced-price" or "paid". Children from low-income families have the right to receive the meals free or at a reduced-price of 30 cents or less. Eligibility for free or reduced-price school meals is established by the application filed with the school by the family. The same application covers lunch and breakfast, if offered. (See Appendix B for application for free and reduced-price meals.) (NOTE: Appendix B contains 16 sample documents which are part of FRAC's School Breakfast Expansion Kit. The sample documents are placed in the Appendix in the order in which they are likely to be used as distinguished from the order in which they appear in the text. Please consult the page number in the Table of Contents for the appropriate sample document.) Other children must pay the full price of the meal as determined by the school. This information must by publicized by the schools.

The table below shows the maximum gross income a family can earn and still qualify for a free or reduced-price breakfast and/or lunch. Income guidelines change each year to reflect inflation and/or cost of living increases. Children in food stamp households or AFDC assistance units are categorically eligible for free meals. Income guidelines, effective July 1, 1987 to June 30, 1988, are as follows:

Income Guidelines for School Nutrition Meals 1987-1988

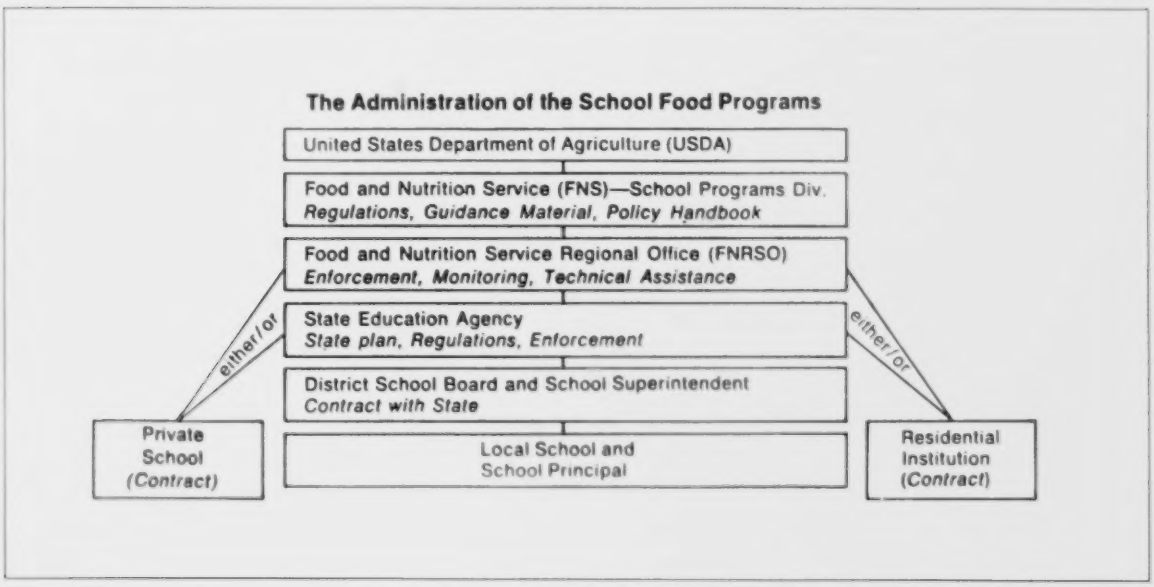
Family Size	Free Meal Annual Income Guidelines	Reduced-Price Meal Annual Income Guidelines
1	$ 7,150	$10,175
2	$ 9,620	$13,690
3	$ 12,090	$17,205
4	$ 14,560	$20,720
5	$ 17,030	$24,235
6	$ 19,500	$27,750
7	$ 21,970	$31,265
8	$ 24,440	$34,780
Each Additional	+$3,515	+$2470

Source: USDA, Child Nutrition Programs Division

2.3 Who Administers the Program?

On the national level, the School Breakfast Program is run by the Child Nutrition Division of the Food and Nutrition Service (FNS) of the United States Department of Agriculture (USDA). FNS administers the federal law, writes regulations, issues guidance material to the states, disburses cash and agricultural commodities to the state agencies, and collects statistics on program participation.

CHART 1



Note: The federal regulations are found in Title 7 of the Code of Federal Regulations, Part 210 for the Lunch Program and Part 220 for the Breakfast Program. Lists of the state agencies, FNS regional offices and FNS national offices are in Appendices F and G.

FNS also has regional offices that are responsible for particular states. Regional officials monitor state performance and assist states in implementing the programs. In some cases they also administer the Breakfast Program directly in private schools and residential child care institutions.

On a state level, the program is generally run by the state education agency. The state signs a contract with FNS, agreeing to run the programs under federal rules. The state can also establish its own regulations so long as they do not contradict the federal rules.

On a local level, school boards are responsible for applying for the program. After the state agency approves implementation of the program, the school board signs a contract with the state requiring it to abide by federal and state regulations. In most states, the state educational agency also administers the programs in private schools or residential child care institutions. In other states, where state law or the state agency rules or regulations prohibit this practice, an alternative state agency or USDA administers the program. Therefore, private schools or institutions can apply to an alternative state agency or to the FNS regional office, whichever is applicable.

2.4 How do schools pay for the program?

Reimbursement for "free" meals is made available from USDA. The cost of "reduced-price" or "paid" meals is shared between USDA and the child's family. In some states, additional subsidies are made available by the legislatures. (See Chart 6 in Chapter 7 for partial list of states which provide state funding.) The amount of the family's payment depends on the category for which its child is eligible ("free," "reduced-price" or "paid"), which in turn is determined by the family's income.

In some cases, schools with high numbers of poor children can receive additional cash assistance in the School Breakfast Program by being classified by the state as a "school in severe need." A school in "severe need" is one where 40 percent or more of the students participating in the National School Lunch Program receive a free or reduced-price lunch. In such a school, the reimbursement rate from the federal government is up to 15 cents higher for every free or reduced-price breakfast served. Schools are also required to submit documentation for their extra costs in order to receive this higher rate of reimbursement.

The federal per-meal reimbursement rates, effective from July 1, 1987 to June 30, 1988, are included in the following table.

Reimbursement Rates (in cents per meal)

	Non-severe Need	Severe Need	Amount Child Pays
Free	76.25	91.25	0
Reduced-Price	46.25	61.25	30 (maximum)
Paid	13.50	13.50	50 (average)

(Source: *52 Fed. Reg. at p. 25047, July 2, 1987*)

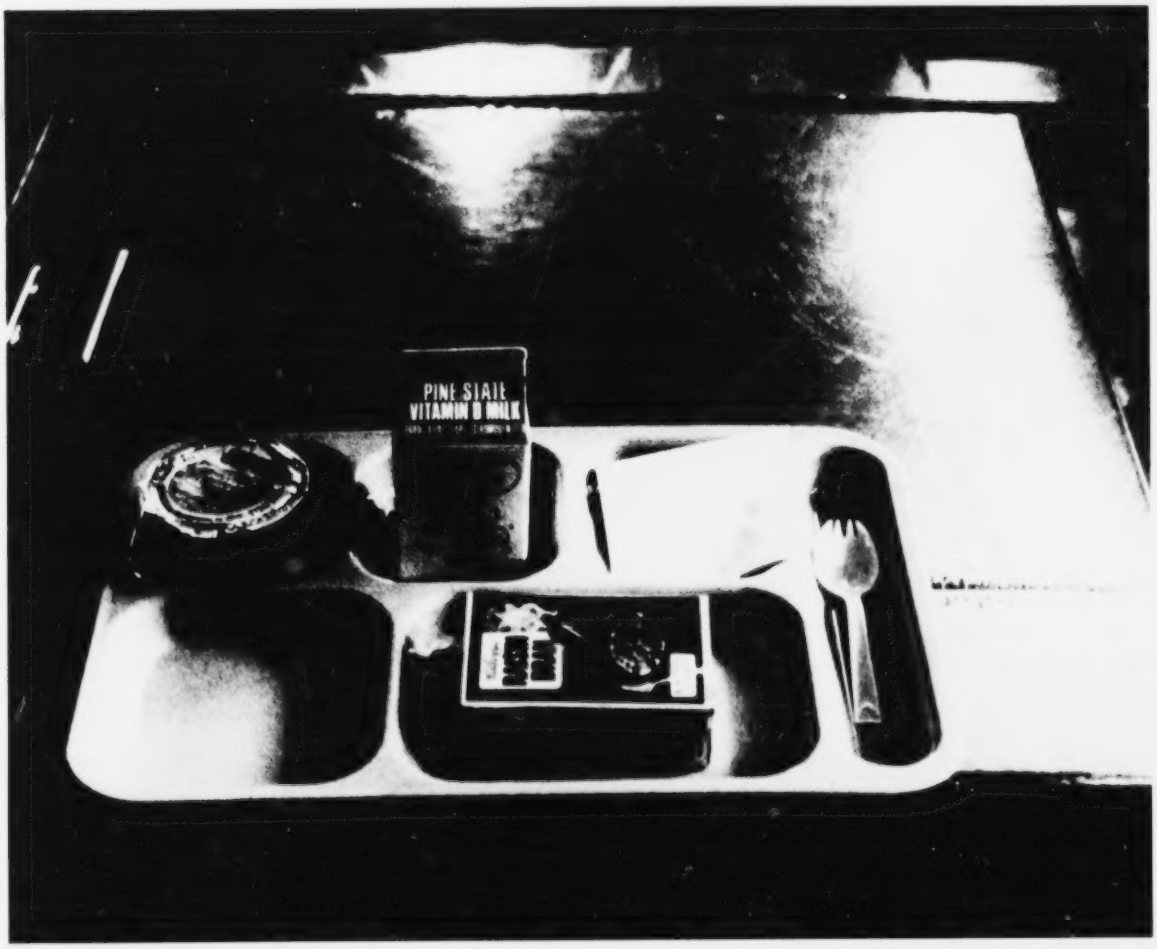
2.5 What's for breakfast?

USDA has established specific rules governing the quantity and type of food served in school breakfasts. In order for a school to receive federal reimbursement, certain requirements must be met. The minimum breakfast that a school can serve is:

- 1/2 pint fluid milk;
- 1/2 cup fruit OR 1/2 cup full-strength fruit or vegetable juice;
- 1 slice whole-grain or enriched bread or an equivalent serving of cornbread, biscuits, rolls, muffins, etc., or 3/4 cup or one ounce serving of cereal;

and, as often as possible:

- protein-rich foods such as an egg, a one-ounce serving of meat, poultry, fish, cheese, or two tablespoons of peanut butter.



Meals can be simple or more elaborate, depending on the size of a school's staff and the availability of cooking facilities. Breakfasts can go beyond the traditional bacon and eggs or cereal and milk fare. Easy to serve foods for non-cooking schools are peanut butter, cheese, bagels, quick breads and whole fruits. Sample breakfast menus that do not require cooking facilities are:

- orange juice/ raisin bran/ milk
- banana/ granola/ milk
- fresh peach/ whole wheat bread with peanut butter/ milk
- grapefruit juice/ bagel with cream cheese/ milk
- grapes/ brown bread with cheese/milk

Sample breakfast menus for schools with cooking facilities are:

- baked apple/ corn muffin/ milk
- mixed fruit/ french toast/ milk
- tomato juice/ grilled cheese sandwich/ milk
- melon/ pancakes/ milk
- grape juice/ eggs and biscuits/ milk

USDA encourages schools to vary portion sizes depending on the age of the children---smaller portions for younger children and larger portions for older children. This is an option to schools, hence they cannot be required to vary portion sizes by age. However, if a school elects to do this, state agency approval is not necessary.

Congress has recently enacted legislation which helps existing School Breakfast Programs. Public Law 99-661 (H.R. 7), the School Lunch and Child Nutrition Amendments of 1986, provides 3 cents in cash and 3 cents in commodities to improve the quality of the School Breakfast Program meal pattern.

CHAPTER 3

REASONS TO START A SCHOOL BREAKFAST PROGRAM

3.1 Provide the "missed meal"

There are countless reasons to start a breakfast program if your school district does not currently provide a morning meal. One obvious reason is to alleviate hunger. For many children, eating breakfast is not a regular occurrence. Sometimes their parents work and leave home before they do. Others have long bus rides and are hungry when they arrive at school. Many families cannot always afford enough food. Since many children do not eat a nutritious breakfast at home, they are hungry when they reach school and either continue to be so until lunchtime or eat less nutritious food to stave off hunger pangs.

"Clearly breakfast does supply a portion of the total daily calories. It is therefore important that a nutritious, balanced breakfast be provided, especially for those children who may have a nutritionally inadequate evening meal."

Dr. Alvin Mauer
Professor of Medicine and Pediatrics
University of Tennessee
Member, Committee on Nutrition,
American Academy of Pediatrics

According to a recent study on adolescent eating behaviors, nearly half of the teens surveyed do not eat breakfast. This study reports that 22 percent of students always skipped breakfast, 18 percent often skipped this meal, and 25 percent sometimes skipped a morning meal (*Food Fight: A Report on Teenager's Eating Habits and Nutritional Status*, Citizen's Policy Center, 1984). Based on projections from the *National Evaluation of School Nutrition Programs*, estimates are that *over 600,000 students who currently skip breakfast would eat a morning meal if the Breakfast Program were available in their schools.*

"Unfortunately, many of our families have incomes that do not allow for balanced diets for their children. The School Breakfast Program has provided our children from low-income families the capacity to learn without being handicapped by hunger."

Alfred R. Stone
Home Community Agent for Indianola Middle School
Columbus, Ohio

3.2 Increase educational achievement

Many studies have documented a positive correlation between eating a nutritious breakfast and increased educational achievement. The Iowa Breakfast Studies, a ten-year study published in 1962, documented that a morning meal makes an important contribution to scholastic achievement. In this study, the omission of breakfast resulted in decreased efficiency in late morning hours, negative attitude toward school work and poorer scholastic attainments. When the students received an adequate breakfast, they accomplished significantly more school work. A breakfast before school contributed more to the students' capacity to do school work than did the substitution of a mid-morning break for breakfast.

The cognitive effects of not eating breakfast were studied in carefully controlled experiments with children. A large negative impact of not eating breakfast on problem solving tests was shown. Based on this evidence, one can conclude that the cumulative impact of many missed breakfasts on school performance would be very great (Pollitt E, Leibel RL, and Greenfield D. Brief Fasting, Stress and Cognition. *American Journal of Clinical Nutrition* 34:1526-1533, 1982).

"Educators throughout the state and country have reported a significant improvement in the level of work performed or submitted by pupils who participated in the Breakfast Program."

Charles Hughes, President
Local 372 AFSCME
New York City Board of Education

3.3 Improve children's health

When children are hungry, many physical symptoms accompany their hunger pangs. Low blood-sugar levels, associated with not eating breakfast, often result in headaches, dizziness, and fatigue. Stomach cramps, nausea, and vomiting are also reported by school nurses as hunger-related problems in the morning, when students do not eat breakfast. These physical symptoms of hunger usually disappear when the School Breakfast Program is implemented.

In addition to short-term symptoms of hunger, poor nutrition can have a more serious long-term impact on children's health. Malnutrition prevents children from achieving optimum physical growth and mental development. Also, inadequate nutrition decreases resistance to infection, resulting in illness and increased school absences. Breakfast in the morning contributes toward overall adequate nutritional intake and better health.

The American Cancer Society is working in conjunction with the National Cancer Institute and the American School Food Service Association to develop school food program menus to help prevent cancer by bringing school meals into conformity with the Dietary Guidelines for Americans published by USDA and the Department of Health and Human Services. Guidelines for participating schools call for less fat, less salt, less sugar, and more fiber-rich whole grains, fruits and vegetables, and lean meats. Current research indicates that eating habits are

often established early in life. Also, research tells us that certain eating patterns appear to be linked to lower cancer risk. Thus, cancer-preventive diets for today's children may well mean less cancer for tomorrow's adults. Also, current research indicates that following the Dietary Guidelines contributes to prevention of heart disease and to better overall health.

3.4 Provide nutrition education

> **"The School Breakfast Program can be used as a form of nutrition education. If breakfast is eaten in the classroom or "homeroom," a presentation can accompany the meal. Students can learn to make choices of what to eat from a selection of healthy foods and develop the ability to determine their own diet. Surveys of student opinions give them a say in menu development, often decrease "plate waste," and teach important "hands-on" nutrition lessons. Student taste tests are fun and helpful in introducing new foods to the menu."**
>
> Kate Clancy
> Past President, Society for Nutrition Education
> Professor of Nutrition, Syracuse University

A benefit of the School Breakfast Program is that the nutritious breakfast meal pattern provided can teach the rudiments of sound nutrition. Students learn merely by eating the breakfast and noting what menu items it contains. (See Appendix B for a sample student food preference survey.)

3.5 Decrease classroom disruptions and discipline problems

Many surveys have demonstrated the benefits of a School Breakfast Program on reducing classroom disruptions and discipline problems. By alleviating the physical symptoms of hunger and increasing students' classroom participation, the School Breakfast Program has contributed to an improvement in children's overall behavior. A New York City survey showed that an overwhelming majority of school personnel (92 percent) felt that the School Breakfast Program had led to fewer disciplinary problems. A FRAC survey found that school officials who once thought of some children as "trouble-makers" realized that they were really children who were hungry. Once this need was met, the students settled down *(If We Had Ham, We Could Have Ham and Eggs...If We Had Eggs*, FRAC, 1972). In a Connecticut study, teachers and principals observed that 52 percent of the children participating in the School Breakfast Program were less restless, less irritable, and created fewer disciplinary problems. Concurrently, 56 percent of the children were more cheerful and helpful after the School Breakfast Program was implemented *(If We Had Ham, We Could Have Ham and Eggs...If We Had Eggs*, FRAC, 1972).

Corollary benefits of providing a morning meal are a decrease in tardiness and an improvement in school attendance.

"The School Breakfast Program has really improved attendance and decreased tardiness. We serve breakfast between 8 and 8:30 and children get to school on time in order to eat breakfast."

Dr. Erma Williams
Principal, Lincoln Elementary School
Pittsburgh, Pennsylvania

These benefits work together. If children eat a school breakfast, they are less likely to be hungry and more able to concentrate on their school work. Better nutrition can help decrease illness, so students are more healthy while they are in school, and thus can learn more. Less illness also means children will be in school more often. A healthy student in class obviously learns more than a sick child at home. Breakfast programs entice children to be on time and to come to school. All of these factors together result in a healthier and generally happier child, a more productive school day, and a better educated child.

3.6 Improve financial outlook

In addition to benefiting students and the educational process, the School Breakfast Program has been credited with improving the financial status of schools and the surrounding community.

> **"School districts have discovered that adding a Breakfast Program actually expands their revenue base and offsets some of the overhead costs of the Lunch Program. In other words, the Breakfast Program helps the bottom line!"**
>
> Vivian Pilant
> Director, Office of School Food Service
> South Carolina State Department of Education

> **"Besides better nutrition for our children, School Breakfast means a lot to our local economy. It means more jobs and more money for our area."**
>
> Kathleen Ottinger
> Food Service Supervisor
> Cocke County, Tennessee

CHAPTER 4

TRENDS IN PARTICIPATION

4.1 Current levels

In fiscal year 1987 (October 1, 1986 to September 30, 1987), 37,033 schools and residential child care institutions (RCCIs) participated in the School Breakfast Program. This is a 5.3 percent increase over the number of schools and RCCIs participating in fiscal year 1986. Compared to schools serving lunch, the number serving breakfast is small. In Fiscal Year 1986, 89,857 schools served lunch as opposed to only 35,180 that offered breakfast. Thus, only 39 percent of the number of schools with lunch served breakfast. (See Chart 2 for trends of school participation in the School Breakfast Program and Charts 3 and 4 for trends in average daily participation.) Only 3 million or one fourth of the 12 million children who receive a free or reduced-priced school lunch actually start their day with a school breakfast. In 1987, over 24 million students received school lunches, whereas only 3.7 million received school breakfasts. (See Chart 4 for a comparison of School Lunch and School Breakfast Program participation.)

4.2 Trends over the past 18 years

This disparity between the number of children eating a school lunch and those receiving a school breakfast is not a new phenomenon. Seven years ago, the situation was very similar to today: for every four children who received a free or reduced-price lunch, only one child received a free or reduced-price breakfast. In 1980, 91,312 schools served lunch to nearly 11.7 million free and reduced-price recipients while the breakfast program operated in 33,552 schools and provided a meal free or at a reduced-price to just under 3 million children.

In 1981, the budget for the School Breakfast Program was cut by the new administration as part of a 28% reduction in spending on child nutrition programs. As a result, program participation decreased in both 1982 and 1983, the critical years after passage of the 1981 Omnibus Budget Reconciliation Act (OBRA). These budget cuts resulted for the first time ever in a decline in program participation. (See Chart 5.)

Chart 2

School Breakfast Program

School Participation 1970-1987

Fiscal Year	Number of Schools and RCCIs*	Percent Change
1970	4,270	-
1971	6,551	+53.4
1972	7,865	+20.1
1973	9,704	+23.4
1974	11,882	+22.4
1975	14,277	+20.2
1976	17,641	+23.6
1977	21,865	+23.9
1978	24,794	+13.4
1979	30,596	+23.4
1980	32,816	+7.0
1981	35,079	+6.9
1982	34,342	-2.1
1983	33,552	-2.3
1984	33,840	+0.9
1985	34,795	+2.8
1986	35,180	+1.1
1987	37,033	+5.3

*Information from 1970 to 1976 is schools only.
Source: USDA/FNS, June 8, 1987.

CHART 3

UNITED STATES DEPARTMENT OF AGRICULTURE
FOOD AND NUTRITION SERVICE

SB-3-86

SCHOOL BREAKFAST PROGRAM (SBP)

FISCAL YEARS 1967 — 1986

FISCAL YEAR	SCHOOLS			CHILDREN			BREAKFASTS SERVED					FEDERAL REIMBURSEMENT
	TOTAL IN U.S. 1/	PARTICIPATING IN SBP 2/	RATE OF PARTICIPATION	TOTAL ENROLLMENT	PARTICIPATING IN SBP 2/ 3/	RATE OF PARTICIPATION	AVERAGE SERVED DAILY	TOTAL	FREE	REDUCED PRICE	FREE + REDUCED AS % OF TOTAL	
	NUMBER	NUMBER	PERCENT	NUMBER	NUMBER	PERCENT	NUMBER	NUMBER	NUMBER	NUMBER	PERCENT	DOLLARS
1967	116,666	587	.5	50,509,016	61,818	.1	56,107	4,147,245	3,154,524	4/	76.1	566,458
1968	116,666	1,325	1.1	51,245,995	167,548	.3	160,501	16,007,386	11,235,399	4/	70.2	1,985,092
1969	116,307	3,130	2.7	51,733,867	314,780	.6	310,234	39,704,559	28,174,430	4/	71.0	5,402,146
1970	116,307	4,270	3.7	52,100,765	535,612	1.0	485,182	71,834,241	51,379,992	4/	71.5	10,786,323
1971	113,332	6,551	5.8	51,982,123	959,555	1.8	867,374	125,542,412	95,778,579	4/	76.3	19,382,518
1972	113,332	7,865	6.9	51,982,123	1,140,030	2.2	1,048,169	169,327,272	133,000,147	4/	78.5	24,934,466
1973	109,406	9,704	8.9	51,362,017	1,312,773	2.6	1,190,004	194,138,502	157,185,563	4,723,076	83.4	34,602,352
1974	110,491	11,882	10.8	51,317,852	1,533,749	3.0	1,385,411	226,683,630	182,701,668	4,994,051	82.8	59,119,783
1975	109,948	14,277	13.0	51,097,008	1,992,858	3.9	1,774,214	294,736,709	235,109,011	6,971,123	82.1	86,074,788
1976	109,948	17,641	16.0	51,097,008	2,325,884	4.6	2,036,972	353,626,778	285,728,938	12,049,457	84.2	113,650,168
TQ	NA	NA	NA	NA	2,047,766	NA	1,889,266	90,089,114	39,445,715	2,337,226	83.4	16,188,615
1977*	113,700	21,865	19.2	50,068,251	2,626,996	5.2	2,389,816	434,251,771	353,536,631	18,626,295	85.7	148,558,170
1978*	115,319	24,794	21.5	48,885,063	2,959,889	6.1	2,699,441	478,797,449	383,324,306	25,317,821	85.3	181,212,823
1979*	117,884	30,596	26.0	48,621,701	3,488,158	7.2	3,170,427	565,591,332	441,125,156	34,389,874	84.1	230,964,014
1980*	118,516	32,816	27.7	47,987,846	3,712,895	7.7	3,399,394	619,914,681	486,969,482	41,442,210	85.2	287,803,608
1981*	118,063	35,079	29.7	46,844,590	3,995,702	8.5	3,672,336	644,191,083	518,961,685	40,978,079	86.9	331,699,431
1982*	118,063	34,342	29.1	46,844,590	3,447,015	7.4	3,156,152	567,460,027	480,259,299	26,703,124	89.3	317,330,972
1983*	118,063	33,552	28.4	46,844,590	3,475,406	7.4	3,197,719	580,861,421	499,871,061	24,642,849	90.3	343,789,956
1984*	118,063	33,840	28.7	46,844,590	3,556,424	7.6	3,297,328	589,215,977	503,273,753	24,978,103	89.7	364,211,417
1985*	118,063	34,795	29.5	46,844,590	3,570,228	7.6	3,309,601	594,918,000	500,679,650	26,650,925	88.6	379,338,099
1986*	118,063	35,180	29.8	46,844,590	3,596,336	7.7	3,333,804	610,599,482	514,176,697	27,369,504	88.7	406,251,684

* Includes data for Residential Child Care Centers eligible to participate in the School Breakfast Program.

1/ Includes District of Columbia, American Samoa, Guam, Puerto Rico, and Virgin Islands; also Trust Territory of the Pacific Islands beginning in FY 1976. Number of schools and total enrollment source: U. S. Department of Health, Education and Welfare. Total schools in U. S. are compiled biennially. Private schools are partially estimated in all years.

2/ Peak month nationally.

3/ Children participating in the School Breakfast Program are adjusted to be comparable with enrollment data based on information supplied by the U. S. Office of Education for years prior to FY 1972 and information supplied by State agencies thereafter.

4/ Breakout not available. Reduced-price breakfasts are included with free breakfasts for FY 1967 — FY 1972.

NA = Not Available

FNS/PROGRAM INFORMATION DIVISION
6/10/87

Chart 4
Average Daily Breakfasts Served Compared to Average Daily Lunches Served in FY87

	Lunch				Breakfast			
State	Free	Reduced	Paid	Total	Free	Reduced	Paid	Total
AL	250,668	38,603	241,719	530,990	80,770	3,983	7,954	92,707
AK	14,323	3,354	17,681	35,358	2,604	296	476	3,376
AZ	118,037	20,537	128,787	267,361	38,581	2,454	4,348	45,383
AR	123,533	19,018	134,433	276,974	39,422	2,616	8,389	50,427
CA	1,069,406	133,782	649,531	1,852,719	343,135	15,410	34,239	392,784
CO	84,683	20,612	159,510	264,805	14,599	643	2,606	17,848
CT	59,955	12,159	130,430	202,544	7,262	188	742	8,192
DE	16,297	2,893	32,361	51,551	5,963	276	980	7,219
DC	34,606	2,414	10,505	47,525	11,444	489	604	12,537
FL	401,847	73,244	483,444	958,535	131,758	7,422	17,173	156,353
GA	294,594	59,487	477,195	831,276	104,608	10,364	24,486	139,458
HI	37,106	10,773	84,749	132,628	13,255	1,502	4,232	18,989
ID	36,968	9,752	67,394	114,114	3,052	145	982	4,179
IL	427,421	44,118	387,104	858,643	85,831	1,944	6,213	93,988
IN	137,194	22,002	404,889	564,085	24,206	1,020	4,376	29,602
IA	86,399	21,310	234,375	342,084	9,634	568	3,121	13,323
KS	69,650	20,981	174,510	265,141	5,113	327	1,804	7,244
KY	192,283	31,351	236,451	460,085	84,032	6,094	17,901	108,022
LA	335,883	41,014	276,768	653,665	117,349	5,307	14,093	136,749
ME	34,566	10,671	56,138	101,375	5,302	558	1,452	7,312
MD	109,408	23,052	190,410	322,870	28,721	3,400	5,472	37,593
MA	130,545	23,571	289,127	443,243	48,781	1,818	6,556	57,155
MI	263,382	34,102	366,638	664,122	26,105	488	2,592	29,185
MN	105,656	29,415	294,813	429,884	10,933	529	2,233	13,695
MS	251,513	29,983	117,606	399,102	107,845	5,859	8,504	122,208
MO	170,246	29,892	299,939	500,087	37,016	1,136	3,208	41,360
MT	26,206	5,605	47,887	79,698	4,356	293	713	5,362
NE	45,274	14,857	110,359	170,490	3,832	228	974	5,034
NV	16,695	3,151	32,661	52,507	6,433	132	3,208	9,773

	Lunch				Breakfast			
State	Free	Reduced	Paid	Total	Free	Reduced	Paid	Total
NH	13,206	5,208	62,920	81,334	2,794	270	668	3,732
NJ	186,335	28,789	260,306	475,430	33,832	1,454	3,422	38,708
NM	93,832	13,815	51,218	158,865	22,654	1,175	2,214	26,043
NY	727,634	104,488	556,086	1,388,208	191,235	10,354	17,704	219,329
NC	263,958	61,956	404,789	730,703	127,212	11,138	23,383	161,733
ND	21,127	5,760	57,807	84,694	2,236	188	1,555	3,979
OH	307,249	45,950	473,406	826,605	87,747	2,647	6,179	96,573
OK	128,199	28,612	173,171	329,982	40,545	4,247	8,739	53,531
OR	77,747	15,465	124,468	217,680	13,538	456	4,588	18,582
PA	306,370	52,929	562,529	921,828	38,686	989	3,601	43,276
RI	23,342	3,835	24,844	52,021	5,002	49	166	5,217
SC	190,313	35,532	204,541	430,386	58,064	5,432	9,110	73,636
SD	34,157	8,244	48,736	91,137	8,074	340	938	9,352
TN	207,493	33,283	314,589	555,365	97,011	7,258	22,067	126,336
TX	852,242	105,419	765,473	1,723,134	406,824	19,444	60,309	476,577
UT	51,855	22,432	147,895	222,182	2,853	114	504	3,471
VT	12,087	3,281	27,059	42,427	740	81	372	1,193
VA	161,659	34,314	370,842	566,815	44,046	3,604	10,336	57,986
WA	119,118	23,906	173,967	316,991	20,432	753	3,208	24,393
WV	100,503	13,840	98,639	212,982	59,415	4,071	18,626	82,112
WI	118,732	25,257	263,500	407,489	13,525	382	1,217	15,124
WY	12,553	3,465	35,148	51,166	1,008	57	58	1,123
U.S.	9,407,372	1,506,951	11,405,965	22,320,288	2,843,614	158,713	392,001	3,398,338

NOTE: These numbers are based in part on preliminary data submitted by states to the U.S. Department of Agriculture Food and Nutrition Service.

CHART 5

Impact of Budget Cuts in School Food Programs on School Breakfast Participation

	Average Monthly Participation Sept. 1980-May 1981 (in millions)	Average Monthly Participation Sept. 1981-May 1982 (in millions)	% Decline
Total Participation	3.837	3.362	12.4
Free	3.056	2.821	7.7
Reduced-Price	0.256	0.168	34.4
Paid	0.525	0.373	29.0

Number of Schools in Breakfast Program

March 1981	March 1982	Decline in Number of Schools
35,082	34,434	648

(Source: Center on Budget and Policy Priorities)

The aggregate increase in participation from 1981 to 1987 was a mere 5.6 percent. Compared to the nearly exponential growth of the previous decade (130 percent), the increase of 5.6 percent meant participation suddenly reached a plateau with the switch of administrations.

In the last year, the trend seems to have improved slightly. In fiscal year 1986, the number of schools offering breakfast increased by 1.1 percent, bringing the level back up to 1981 levels. In fiscal year 1987, there was a 5.3 percent increase, bringing the number of schools with a School Breakfast Program up to 37,033.

If this trend continues, more schools will be added in fiscal year 1988 than were actually deleted by the 1981 cuts. (NOTE: While conclusive data is currently unavailable from USDA, it is likely that the slight increase in schools now participating in the program are "new schools" and not schools that dropped out of the program because of fiscal year 1982 budget cuts. Such schools could and should come back into the program but advocates in these communities may face stiffer opposition.) Still, the rate of increase of schools joining the program is so slow that at the current rate School Breakfast Program participation may never equal that of the School Lunch Program. However, we should be able to close the gap between low participation by free and reduced-price students in the School Breakfast Program as compared to the School Lunch Program. In order to remedy this situation, advocates must work together with school boards and school officials to start school breakfast programs in their communities.

CHAPTER 5

OVERCOMING BARRIERS TO PARTICIPATION

"No matter what obstacle is real or imagined, a School Breakfast Program can be implemented. Breakfast can be served in an all-purpose room or in the classroom, and can be served by food service aides or by cafeteria employees. Breakfast can be hot but is just as nourishing cold and can be served pre-packaged. There is no reason not to have a breakfast program. It is the easiest program to implement. It is financially advantageous to a School District to start a Breakfast Program–you need only to look at the fast food chains that have realized the financial feasibility when they added breakfast to their lunch business."

Ruth Moskowitz, R.D.
Director, School Food and Nutrition Services
Elizabeth, New Jersey
President, New Jersey School Food Service Association
Member, New Jersey Commission on Hunger

5.1 Structural Barriers

There are a variety of reasons why some schools do not offer breakfast. Many of these are structural and some are ideological. For every barrier there is a solution, so there is truly no "good reason" for not offering a breakfast to all children who attend school. The major reasons articulated by school officials are described below.

Finances

One of the more frequently encountered barriers to offering a morning meal is financial. While at the outset initiating a breakfast program may seem like an expensive operation, in practice it is not costly. In fact, School Breakfast Programs can be run with no cost to a school system. Costs of labor, food, supplies, contracted services, administration, and often supervision are all considered direct or indirect costs of the program, and thus are eligible for reimbursement by the federal government. If the per-meal reimbursement does not cover the average per-meal cost, labor and supervision costs can be reduced by hiring workers from federally subsidized programs, such as Public Service Careers, or from senior associations. In addition, the use of volunteers further reduces costs. Also, the additional breakfast reimbursement funds provided by recent legislation should assist schools in covering costs.

Time and Bus Schedules

Many school personnel fear that providing breakfast will postpone the start of the school day, and necessitate changes in their bus schedules. In fact, the School Breakfast Program can be worked into existing schedules, or implemented with only a minimum of change. This is because most schools have found they only need ten to fifteen minutes to serve breakfast. Many have solved the "problem" by moving the bus schedule back as little as five or ten minutes. Others have delayed the start of school by this amount of time to accommodate breakfast. Numerous schools serve breakfast in the homeroom with much success. It means fewer children to supervise, less clean-up, and a viable opportunity for nutrition education.

Supervision and Staff

Personnel for the breakfast program is a major concern to some who fear high costs and discipline problems with students. Some school officials believe that staff already hired for the lunch program will not be willing to work additional hours in the morning. With extra pay, many teachers and cafeteria staff may actually enjoy the opportunity for additional hours. In schools that do not have a ready pool of workers for the morning shift, supervision and staff positions can be rotated for the early schedule.

As one school lunch director in a major city once pointed out:

> **"The Boston schools have not employed additional personnel to supervise breakfast; it is served 15 minutes before the start of school when teachers are required to be on duty... We believe this to be a most worthwhile program and logistically simple to operate with or without cafeteria facilities."**
>
> Kathryn M. Brophy
> Director, School Food Services
> Boston Public Schools

If there are supervision costs incurred, but the duties and responsibilities of the person or persons involved benefit more than one unit or department of the school, such costs have historically been treated as part of the school's "indirect cost rate" (see generally USDA-FNS Instruction 796-1). Moreover, direct labor costs, as mentioned above, can be paid with the federal breakfast reimbursement.

As for behavior problems, children are much more calm in the morning than at the noon hour. Thus, many schools need less supervision than they had expected. Again, supervision costs can be cut or eliminated if a school creates voluntary or paid jobs for parents or senior citizens.

Facilities

Many school officials believe that a kitchen or cafeteria are prerequisites for a School Breakfast Program, but that is not the case. A multitude of options exist. Satellite systems prepare food in a centrally located kitchen, and meals are distributed to the surrounding schools. For example, in some districts hot meals are cooked in a high school kitchen, packed in warming trays, and transported to middle and elementary schools. Or schools can prepare simple breakfasts without using major kitchen facilities. (See menus for schools without cooking facilities listed in Section 2.5.) If a school does not have storage facilities, arrangements can be made with dairies for daily delivery of milk and juice. In schools without a cafeteria, an all-purpose room can double as a cafeteria, or meals can be served in the classroom.

Administration

Some schools feel administration of the program is a burden that they want to avoid. Their fears of nightmarish paperwork and collection procedures are unfounded. In schools already operating a School Lunch Program, adding a breakfast program will not significantly increase paperwork, since recordkeeping, ticket sales, and collection duties can be done by the same staff member.

Participation

A barrier that may come into play after a School Breakfast Program has been established is the perception that participation in the program is too low. Some schools may have unrealistic goals for breakfast program participation based on participation in the School Lunch Program. Even in the best run program, breakfast participation is likely to be lower than lunch participation, because some children will be able to eat breakfast at home. When a school's expectations are not met, officials may feel the program is not good or not needed. Unfortunately, rather than improving the program, giving it a realistic time period to establish itself within the school, or re-evaluating participation goals, the school may drop the program.

Other reasons for low participation reveal additional barriers to school breakfast. Food service personnel with little training or experience in the field may not be able to run as successful a breakfast program as those with more training. A way to overcome this would be to apply to the state for Nutrition Education and Training Program funds. NET is a federal program which provides money for, among other things, training of school food service personnel in food preparation. The atmosphere and appearance of the cafeteria can have a profound effect on participation. Overt or subtle discrimination against free and reduced-price breakfast participants, such as being made to stand in a different line or receive a different token or ticket, hinders their participation. Discrimi-

natory collection procedures are illegal, but USDA and school food officials have not always taken the necessary steps to ensure that these students are guaranteed anonymity.

Options to expand participation in the School Breakfast Program include:

- Ensure that every child who receives a free or reduced-price lunch is aware that they are eligible to receive a free or reduced-price breakfast.
- Make the application for free and reduced-price breakfast as simple and easy-to-read as possible. Ask voluntary associations to work with you in encouraging low-income and recently unemployed families to apply for free and reduced-price breakfasts.
- Enlist the assistance of literacy volunteers and foreign language speakers to aid applicants in filling out the forms.
- Enlist the support of teachers and principals in your efforts to encourage children to participate in the School Breakfast Program.
- Ensure that the atmosphere of the cafeteria is pleasant. This means good ventilation, cleanliness, a good smell and good lighting. Enthusiastic, friendly cafeteria workers coupled with speedy, efficient service mean that children will have enough time to eat breakfast in a peaceful atmosphere.
- The food should look appetizing. Serve a variety of foods, and offer a choice of foods every day. Make sure hot food is hot and cold food is cold.

- Have a taste-testing party for new menu items or for items children generally discard or do not choose.
- Serve foods common to the ethnic groups your students represent and serve menus from different countries and different regions of the U.S.
- Conduct nutrition education activities in the classroom which relate to what is being served in the cafeteria, including preparation of the foods.
- Provide students with recipes for some of their favorite items or for new items on the breakfast menu.

5.2 Ideological Barriers

In addition to structural barriers, the School Breakfast Program faces a number of major ideological impediments to its implementation.

"When I was in school..."

Some school officials and school board members, when approached with the opportunity to offer breakfast to children in their school, reflect on their childhood days. They argue that since they ate breakfast at home and struggled to make ends meet, so should today's children. But today's children face a much different world. There are far more single-parent families and working mothers, which means less time to prepare breakfast. There is also a higher poverty rate among children now than in years past. It is unfair to look backward when facing today's problems. Because others struggled is no reason to make the life of today's children even more difficult.

Some school administrators, teachers, and parents see breakfast as the responsibility of the home–especially of the mother. They may feel the School Breakfast Program is one more factor causing the family structure to crumble. But for many children the choice is not between eating breakfast at home and eating at school. It is a choice between breakfast and no breakfast. School breakfast is a response to many changes in society rather than the cause of these changes. In any case, participation in the program is voluntary.

"It is not the school's role..."

Many of those who oppose school food programs feel it is outside the school's "proper" role of education. In their view, schools are asked to provide more and more services, which moves them away from what should be their primary focus–education.

The School Breakfast Program, however, is clearly within the school's educational mission. Studies document the link between good nutrition and the ability to learn. In addition, this program provides the opportunity to educate students about nutrition and healthy eating habits. Thus, school breakfast is integral to the education process.

"We already feed the really needy kids..."

A belief held by some school officials that impedes the implementation of a School Breakfast Program is that there are few needy children in their school district. Also, many feel they are adequately dealing with the "truly needy" and do not want to implement a school-wide program. What they are missing is the chance to affect many children's education by providing them with a good start in the morning. Schools are not always in a position to evaluate which students are "truly needy." If a School Breakfast Program exists then the student or teacher does not have to make special arrangements or to ask for food and thereby risk embarrassment. Besides, isn't any child who starts the school day without breakfast truly needy? This includes children from all economic classes whom the schools are not currently assisting and who could benefit from a School Breakfast Program.

All of these attitudes must be challenged with the facts so that children can benefit from a meal to which they are entitled. Children should not be the victims of structural and ideological barriers. Only when these beliefs are effectively challenged with knowledge and practical solutions to real or imagined barriers will more children have the opportunity to receive a nourishing meal at the start of their school day.

CHAPTER 6

HOW TO ORGANIZE A LOCAL SCHOOL BREAKFAST EXPANSION CAMPAIGN

6.1 Steps to organize the campaign

Your first and most effective route to program expansion is to start at the local level. Focus on your child's school or the schools in your community. The same techniques can be used to start a lunch program, if that is what your community needs.

Remember: there is never a right or wrong way to organize or win a campaign. Our suggestions must be adapted, expanded or even discarded according to your community's special needs.

1 Form a Committee

A School Breakfast Committee is a group of people willing to work to expand or improve school food services. At first, it might be a group of interested parents or advocates concerned about children's diets. This small group should be familiar with how the program operates so that its members can serve as "outreach" workers, persuading other individuals and groups in the community to join. They should contact students, welfare rights activists, religious groups, anti-hunger coalitions, children's rights groups, community action agencies, community service agencies, PTA members, teachers, child care centers, Head Start programs, and the organization or union that represents the school food service workers. They might also want to contact school nurses, doctors and dietitians. Other groups to consider are dairy associations, local and state food co-ops, and farmers and grocers, since they would benefit economically if the program were implemented. You may find that a breakfast campaign has the potential for uniting people who would ordinarily be on opposite sides of the fence. At any rate, the broader-based the group, the better!

2 Get Organized!

If no one is in charge, nothing gets done. Therefore, you need to establish some simple rules to enable the School Breakfast Committee to work. Choose a chairperson(s) to be responsible for coordination and a secretary to keep everyone informed of meetings and to correspond with other groups. If you are large enough to form subcommittees to carry out specific tasks, select subcommittee leaders. A sample set of bylaws is contained in Appendix B.

If possible, you should also set up an office. A church, community center, welfare rights organization or community action agency can usually provide space. Access to a telephone and copying machine is helpful. If space is not available, select someone's home and work out of there. Next, each member of the committee should be given something to do. Possible assignments are:

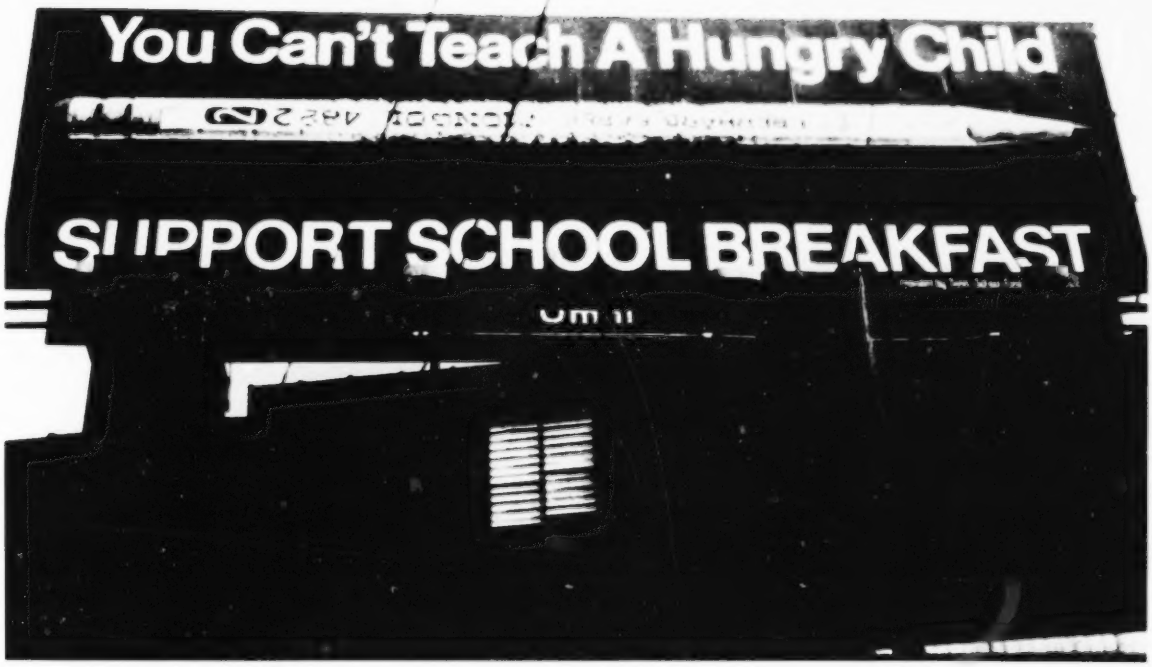
a) Visit existing school breakfast programs near your community to see them in action. Talk to students, parents, teachers, principals, school superintendents and food service workers and managers. They can explain the benefits of the program as well as potential problems. You can find out which schools operate a breakfast program in your state by calling the State Department of Education School Breakfast Contact (listed in Appendix F). They can also tell you who to call to set up an appointment.

b) Determine which schools have the greatest need for a breakfast program. The selection of schools to survey can be based on the number of lunches being served, distance of children's homes from schools, or family income data. School principals or superintendents may have this information from their district, from which you can develop a "target" list of schools. It may also be useful to survey the parents in your target schools to measure their interest in a program. Many parents do not know that their schools could offer breakfast. Some might even

want to join the School Breakfast Committee and help get the program going. Sample parent and student breakfast interest surveys can be found in Appendix B.

c) **Develop a Fact Sheet** about the program to distribute to interested parents, teachers, school board members and community organizations. A sample fact sheet is in Appendix B.

d) **Recruit more supporters**. Focus on school officials who support the breakfast program, especially food service personnel, school principals, and teachers. Arrange a meeting with the principals of your target schools. Give them a fact sheet, explain the program and express your interest in starting a School Breakfast Program. Emphasizing the educational benefits of the program is a good approach. If you can get the principals on your side, half the battle is won. Try also to find at least one contact person–a parent or teacher–at each target school. That person can serve as a liaison with the principal, teachers and parents, letting them know what is happening and how they can help.



e) **Complete the "Data Sheet on Schools, School Districts and the Community"** (see Appendix B). This information, combined with the other facts the Committee has gathered, will help you evaluate your situation.

f) **Meet with individual members of the Board of Education to try and enlist their support.** Having a key advocate on the school board often means the issue is given more credibility.

g) **Appoint a group to attend all regular and special school board meetings** and report back to the School Breakfast Committee. Some school boards have voted to eliminate all food programs, with the community unaware of their decision until days later.

h) **Schedule a meeting of the School Breakfast Committee** for new supporters, to share information and answer questions. At this meeting, plan strategies for dealing with problems, and for convincing the school board and administration that your schools need a School Breakfast Program. New committee members should volunteer for such tasks as meeting with other groups, visiting schools and distributing fact sheets.

i) **Select representatives and arrange a meeting with the Superintendent of Schools.** Explain the need for the School Breakfast Program and the parents' desire to have such a program available. Make it clear that you want his or her cooperation in getting the program going and that you would like to work together.

j) **Prepare for a public meeting.** If the superintendent remains uncommitted or if you feel a community meeting would help convince the school board to support your efforts to expand the breakfast program, call one. Public meetings also help in reaching other parents and making it publicly known that you exist. Finally, a public meeting may also strengthen the School Breakfast Committee's working relationship and provide individual and group recognition. The committee must publicize the meeting (see sample flyer in Appendix B), prepare handouts, arrange a location, set the agenda and speakers, and arrange press coverage of the meeting. The press work is important, both to publicize the meeting before it takes place, and to report the interest the meeting has generated. It also lets the school board and school administration know that the desire for a breakfast program is a public issue. (See sample press releases in Appendix B.)

3 Schedule a Public Meeting

Hold a public meeting for parents, students, educators and anyone else interested in a School Breakfast Program. This meeting must be planned very carefully in order to demonstrate the well-orchestrated and broad-based nature of your effort. (See sample agenda in Appendix B.)

The purposes of the meeting are: a) to convince the public (and the media) of the need for the School Breakfast Program, and b) to enlist more people in your organizing effort. Your presentation should stress the nutritional and educational benefits of the program, the availability of federal and/or state funds, and your ideas for implementation. Remember to schedule time for questions. You might also serve a sampling of foods considered part of a good school breakfast. Important: supply sign-up sheets for potential members.

Be sure that the meeting's fact sheet clearly and concisely explains the purpose of your work so the information can travel the grapevine of friends and neighbors. Distribute fact sheets to the media so they can write informed articles. If you list the groups that are supporting school breakfast, it will show attending school officials that you are serious about your efforts and enjoy significant community support. Invite students, parents and staff from schools that are operating successful breakfast programs to the meeting to discuss their experiences. If appropriate, invite local reporter(s) to the meeting to cover the event.

Decide on either one large meeting or several smaller meetings–whichever would be more effective. (In some areas, a series of meetings may reach more people and attract more publicity. It also means more work!)

If school officials and board members are supportive, you might want to call a joint meeting with them to provide them an opportunity to voice their support. At this stage, your meeting should have an encouraging tone, designed to bring people together.

IMPORTANT NOTE: If school officials and members of the Board of Education seem open to establishing the program in your school district, you may not want to call a public meeting. It is possible that public meetings and/or wide publicity could backfire, either by putting the school board on the defensive (and thereby raising obstacles that weren't there before) or by arousing those who oppose a School Breakfast Program. It's for reasons like this that we stress that you must adapt your strategy to your community's needs and situation.

4 Implement Your Strategy

By now, you should know whether the superintendent and the school board are going to cooperate. If they are, the rest is simple. You meet with the school board, develop a plan for implementing the program, and assist them in ironing out potential problems.

If things get sticky, you just have to push harder. Here are some suggestions for going about it:

a) **Prepare for the meeting with the school board.** The School Breakfast Committee must be ready to pressure an uncooperative school board and administration into applying for the breakfast program. Meeting with the school board is critical and the Committee (or an appointed task force) must prepare very carefully. You must:

- Get on the meeting's agenda. Most boards insist that names and affiliation of speakers be officially placed on the agenda a week or two before the meeting. Otherwise, they may not accept your request to make a presentation.
- Know your school board, how it works, and how meetings are conducted. Many school boards hold work sessions immediately before or a few days before their public meetings. The real decision-making is done at these meetings. If your state has a Sunshine Law, then all meetings are open and you can attend these meetings and get a sense of the board's position.
- Visit each board member or mail them school breakfast information in order to enlist commitments or statements of support.
- Prepare your presentation, including a needs assessment and a School Breakfast Program cost estimate for the board (see Section 6.2). Select speakers and formulate speeches. Have in hand a written statement for the board that includes reasons for starting the program as well as suggestions for implementing it. (See sample statements to the school board in Appendix B.) In some cases, a representative from the state education agency will attend the board meeting to help with your presentation. They should be there only to assist you and should not take over the meeting. Try to have a sympathetic state official attend. This is the best way to get across the financial incentives for participants. A state agency representative can discuss federal reimbursements and tell the board if the schools qualify for the "severe need" rate of reimbursement.
- Anticipate the school administration's arguments. Know your facts. (See Chapter 5, Overcoming Barriers to Participation.)
- Ask supporting groups and people (especially very "influential" people you have recruited–such as members of the business community or politicians) to send letters of support to the school board and the newspapers.
- Contact the media and let them know your presentation is on the agenda. Make sure they are familiar with your position.
- GET YOUR SUPPORTERS–as many as possible–TO THE SCHOOL BOARD MEETING, and don't forget the students! Remember: some of your friends will need transportation; others may need babysitting. Make arrangements ahead of time.

b) **The School Board Meeting:** If you have prepared properly, know the facts, have your supporters there, get media coverage, have generally laid the proper groundwork, and your school board is not completely insensitive to the needs of children and the community, the board, at this meeting, should make a commitment to begin a School Breakfast Program. Offer your assistance in implementing the Program and ironing out problems.

Be assertive and persistent. Don't let them stall! *Get as firm a commitment as you can at this meeting*, and make sure that the media reports the board's decision to implement a School Breakfast Program. Being on record makes it harder for them to backslide.

5 Follow-Up

a) **If the school board is unwilling** to commit itself, or if they are simply opposed to a breakfast program, you must redouble your efforts. Find more advocates, enlist editorial support and additional press coverage, and work on individual board members or school officials. Over the long run, you might have to work to defeat the hostile board members at election time and replace them with supporters.

b) **If you are successful**, you still have plenty to do. Make sure the board acts on its decision and that the state education agency approves the new program quickly. Once the application is approved, you must start working with the principals and food service directors to ensure that a good program is developed.

- Insist that parents and students participate in the menu planning. Be sure breakfasts are varied, nutritious, and appetizing. A survey of student food preferences could be very helpful. A sample survey is found in Appendix B.
- Appoint a contact person responsible for each school that is to have a breakfast program. That person can

monitor progress and help resolve any problems that come up. Observe the program in action. There should be no discrimination against children who receive free or reduced-price meals. The atmosphere should be pleasant, encouraging the children to eat breakfast. Nutrition education should be included in the program. Check with parents to make certain that the school has sent notices and applications home to parents. Are the notices encouraging and factual? Are free and reduced-price meals offered to all those eligible?

- Check the participation rate. Are children from families at all income levels participating?

If you're not satisfied with some aspect of the program, meet with the principals and food services directors and discuss the problems. Remember it is the community that employs the school principal, teachers and all other school personnel. *They are your employees.*

For additional information and advice consider contacting the advocates listed in Appendix E. Another excellent resource on this subject, the *School Breakfast Advocates' Manual*, can be obtained from the Tennessee Hunger Coalition. Their address is listed in Appendix E.

6.2 Needs Assessment and Cost Estimate

Following are the steps to include in a Needs Assessment and Cost Estimate and the sources to use in locating specific information.

I. Statement of Need

A. Value of the School Breakfast Program. (For general information, see Appendix C for literature review on the School Breakfast Program.)

B. Need for a School Breakfast Program in _____(city).

Facts Needed:

- How many schools are in your area? With how many students?
- How many schools have lunch? Breakfast? Number of participants?
- How many students eat free and reduced-price lunches? Breakfasts?
- How many children ride the bus? For how long?
- What is the full price for breakfast?
- Have prices changed in the last few years? By how much?
- Has participation changed in the last few years? By how much?
- Has free, reduced, or full-price participation changed? By how much?
- Have any schools stopped serving lunch or breakfast over the last few years? If so, why?
- How many children were affected? At what income level were the majority of these children?
- Have there been any studies or surveys on the nutrition and health status of children in your community?
- What is the unemployment rate in your area? Income level?
- How does your area compare with others in the number of single parents? Households where both parents work? People who receive public assistance and food stamps?
- How many children leave home without breakfast? Why?
- How many people might participate in the program? (Include results of student-parent survey outline in Appendix B.)
- Do schools have trouble with tardiness? Attendance? Discipline?

(Who to ask: State Department of Education School Breakfast Contact (see Appendix F), School Board, and local school lunch director.)

II. Program Description

A. How Does the Program Operate? (Information Source: see chapter 2)

B. How Would the Program Operate in _____(city)?

Meeting the Obvious Objections to the Program: Scheduling, Supervision, Labor (Information Source: Chapter 5)

III. What Would the Program Cost in _____(city)?

A. For a basic breakfast of cereal, juice and milk, or the breakfast your committee envisions being served, determine what the costs would be for:

- direct food costs
- supplies and purchasing
- labor

(Who to ask: School Lunch Director at target school or school similar to target school.)

B. Include a chart showing federal reimbursements and student payments for all meals and compare this chart to program costs estimated in IIIA.

C. Determine if the school is eligible for the higher severe need rate of reimbursement. If so, include this in chart in IIIB. Also determine whether the school is willing and able to keep separate cost records for this purpose. (Who to ask: School Lunch Director or State Department of Education School Breakfast contact, see Appendix F.)

D. Determine the cost of the Breakfast Program at the target school at three different participation levels using School Lunch participation as a guide to potential participation in the School Breakfast Program at regular reimbursement levels.

- assuming 75 percent of those participating in Lunch Program will participate in Breakfast,
- assuming 50 percent of those participating in Lunch Program will participate in Breakfast, and
- assuming 25 percent of those participating in Lunch Program will participate in Breakfast.

Also assume that the percentages of free, reduced-price and paid breakfasts under each participation level is equal to the percentage of children receiving a free, reduced-price or paid school lunch.

Example: School X is a middle school in a very poor inner city community with an enrollment of 800 children. Ninety percent of its children participating in the lunch program receive a free lunch, five percent receive a reduced-price lunch, and five percent are paid meals.

- 75 percent participation in breakfast program = 600 students
- 90 percent (school lunch participation at free meal rate) of 600 = 540 students
- federal reimbursement for free school breakfast = 76.25 cents per day
- federal reimbursement for free school breakfast for one school year = 540 students x 76.25 cents x 180 school days per year = $74,115

- 5 percent (school lunch participation at reduced-price rate) of 600 = 30
- federal reimbursement for reduced-price school breakfast = 46.25 cents per day
- federal reimbursement for reduced-price school breakfast for one school year = 30 x 46.25 cents x 180 school days per year = $2,497.50

- 5 percent (school lunch participation at paid rate) of 600 = 30
- federal reimbursement for paid school breakfast = 13.50 cents
- federal reimbursement for paid school breakfast for one school year = 30 x 13.50 cents x 180 school days per year = $729

To determine the total cost of the School Breakfast Program in your district, total the amounts for free, reduced-price, and paid reimbursements.

E. Calculate the cost of the meal by using the cost data in IIIA and applying the above formula. Compare reimbursements in IIID to Costs in IIIA. If the Total Reimbursements exceed costs, then a school board cannot reject the School Breakfast Program because it "costs too much."

Note: You should also add into IIID the student payments of 30 cents for a reduced-price meal and an estimate of what children would pay for a paid meal. (Who to ask: State Department of Education School Breakfast contact, see Appendix F.)

CHAPTER 7

SUCCESSFUL CAMPAIGN STRATEGIES

7.1 State legislation

Two basic strategies exist for increasing the number of schools that offer School Breakfast Programs: state legislation and local organizing for voluntary expansion. Both of these have the goal of enabling more children to start their day with a nutritious breakfast. School Breakfast advocates need to evaluate which strategy will be most effective given the energy, resources and experience of those involved in the campaign, and the political environment at the state and local level.

Twelve states currently have or are seeking legislation to expand School Breakfast Program participation, either through a breakfast expansion requirement or through state financial incentives. (See Chart 6 for a list of these states and Appendix D for copies of actual state legislation.) While strategies to implement legislation vary from state to state, a case study of Tennessee is provided here to highlight one successful strategy.

Beginning in 1976, a number of local groups throughout the state of Tennessee became interested in increasing the number of schools that offered the School Breakfast Program. After meeting with much resistance from school boards, they began to hear about state legislation and thought this would be an appropriate tool to use in reaching their goal.

In 1982, the Tennessee Hunger Coalition (THC) engineered a last minute amendment to the state budget that required schools with large numbers of low-income students to serve breakfast. Since it was tied to the budget, it expired in one year. With the assistance of national groups such as FRAC, THC developed a piece of state legislation aimed at permanent authorization. The bill was introduced in 1983 and after failing to pass on its own, the bill again became an amendment to the state budget, again authorized for only one year. During these years, the number of schools that offered a School Breakfast Program rose from 632 to 860, yet because of the bill's temporary status in these two years, many schools ignored the law, waiting for it to expire.

In an effort to have the mandate enforced, THC worked with the State Department of Education, which had the authority to grant schools waivers. Waivers were requested by schools for one of three reasons: 1) significant disruption of schedule, 2) costs to the state or the school district, or 3) participation of less than 50 students. After reading waiver requests, THC wrote to school districts, suggesting ways schools could offer a Breakfast Program without facing undue difficulties. If the schools persisted in trying to get a waiver, THC then tried to persuade the Education Department to decline the waiver requests. Early in 1984 a lawsuit involving the constitutionality of the requirement ended with a decision that the requirement was lawful but had to be contained in a separate bill. After that no further enforcement was possible. In 1984, the permanent bill was considered again but did not move.

In 1985 the bill was re-introduced. It first went to the House Education Committee, where one of the House sponsors of the bill was the Committee's secretary. The bill passed the Committee quickly, yet had to be introduced 16 times on the House floor before it passed on nearly the last day of the session. The bill was amended to give the local school board authority to grant waivers and to stipulate that teachers could not be required to administer or serve the breakfast program. Thus, teachers were supportive of the bill.

In 1986, the bill was introduced in the Senate Education Committee. Unfortunately, the primary Senate sponsor of the bill was not on this committee. The sponsor was the chair of the Finance Committee, which explains why the bill was tacked onto the budget with such ease. For the entire year, the bill was short one vote needed to pass out of committee.

CHART 6

States Legislation on School Breakfast Expansion

State	Requirement, Financial Incentive or Campaign	Contact Person	Phone Numbers
CA	Requirement*	Patti Whitney Wise	(916) 446-7904
CT	Financial Incentive/Campaign	Matthew Melmed	(203) 522-7762
ME	Financial Incentive	Kevin Cowperthwaite	(207) 289-5315
MD	Requirement	Linda Eisenberg	(301) 366-0600
MA	Requirement	Nate Winship	(617) 534-1924
MI	Requirement	Shirley Powell	(313) 962-0348
MN	Campaign	Cindy Oppedal	(612) 348-4968
NJ	Campaign	Donna Cohen Ross	(201) 344-7722
NY	Limited Requirement/Campaign	Joseph Fry	(518) 474-1765
OH	Requirement	David Maywhoor	(614) 464-1956
PA	Financial Incentive/Campaign	John Pastuszek	(717) 787-3186
TN	Requirement	Callie Hutchison	(615) 298-3888
TX	Requirement	Zy Weinberg	(512) 462-2555
WV	Requirement	Faith Gravenmier	(304) 348-2708

Requirement = State has passed legislation to mandate schools to offer a School Breakfast Program in certain instances.

Financial Incentive = State has legislation that provides additional reimbursement funds to schools that offer a School Breakfast Program.

Campaign = Efforts at the state level to pass legislation to expand participation.

Note: For further information see *FRAC's Guide to State Legislation* which contains Model Legislation on School Breakfast Program Expansion.

*California requires school food authorities to provide students with either a lunch or a breakfast program.

After much lobbying of committee members, the needed number of votes were assured and the Committee held its last meeting of the session and of the two-year General Assembly. One of the confirmed Senators reneged on his vote and left the meeting. THC members quickly called people from the Senator's district and before he had reached his office, there was a stack of messages from constituents urging him to change his vote. He petitioned the Committe to reconsider the issue, and indeed changed his vote when the Committee met for an additional emergency meeting.

While in the Senate, an amendment was introduced to take away the three reasons to qualify for a waiver, so in fact, any school could request and receive a waiver for any reason. The Senate sponsor successfully removed this amendment on the Senate floor. The bill passed the Senate by an overwhelming majority.

Having finally passed the bill in the House and the Senate, the next step was to have the governor sign the bill into law. The political environment created by the governor was a helpful one, since he had begun a project for better schools and a "Healthy Child Initiative." The governor had staked his reputation on the success of these projects. The amount of press that focussed on these related programs helped raise awareness of the link between healthy children and better education. From the beginning, the state administration was in favor of the School Breakfast Program legislation but had not actively supported it until the last few months. The governor signed the bill into law with many THC members looking on.

The permanently authorized School Breakfast Program expansion bill has already had a significant impact on the number of schools participating in Tennessee. In 1980, 38 percent offered a School Breakfast Program, while in 1987 the number has jumped to 75 percent of the schools. In the 1986-87 school year alone, 24,000 students were added to the School Breakfast Program. Of the 1,588 schools in Tennessee, 1,203 served school breakfast in the 1986-87 school year.

In the 1986-87 school year, 125 schools (in 38 school districts) were required to offer a School Breakfast Program but did not. By working through local school boards, THC has persuaded 12 of these schools to offer breakfast in the 1987-88 school year and three additional school districts to try pilot projects in some of their schools. Local people have been the key to the process by organizing local support and going to school board meetings. Thus, law provides an important organizing tool.

7.2 Local organizing for voluntary expansion

Although state legislation can and does accomplish a great deal in expanding participation in the School Breakfast Program, this effort is not appropriate for everyone. In some areas, the political climate is unfavorable, sometimes sponsors cannot be found, or the timing is bad (for example, at the end of a legislative session or during a busy legislative period). This is why some community groups use the local organizing approach. Such groups frequently target schools that receive funds for disadvantaged children from "Chapter I" of the Education Consolidation and Improvement Act (ECIA). Funds are distributed based upon a community's poverty level and therefore are a reasonable indicator of which schools might need the breakfast program the most.

One very successful local campaign was carried out in Pittsburgh, Pennsylvania last year and resulted in over 200 additional children starting their day with a school breakfast. Although only a pilot program, the campaign was a success. Some groups may want to use the pilot program strategy, rather than asking for a district-wide program, especially in larger school systems.

The campaign was conducted by the Hunger Action Coalition through its public policy advocacy program. (That program is now a separate organization, Just Harvest.) HAC joined with an ad hoc group of other concerned people from PTAs, community groups, etc. The strategy of HAC was to work with the Pittsburgh school board to encourage them to offer School Breakfast Programs in the city's 47 elementary schools.

The first step of HAC was to send a letter to the School Food Service Director with copies to School Board members making their plan known. (See Appendix B for a copy of this letter.) Next, HAC organized a postcard campaign directed toward the school board to alert them to the issue. They distributed postcards through the various allied groups and through HAC's network of letter writers. Over 300 postcards were sent, presenting a

clear message to the school board that there was broad-based community support to offer School Breakfast Programs in the city's elementary schools.

Members of HAC then met in person with members of the school board who were supportive, and followed up with phone conversations. Over the next few months HAC worked with these members to get the School Breakfast Program measure on the board's agenda. Month after month there were delays, primarily because the board was deferring to the superintendent's judgement. This point is important because deciding who to target–school board members, Administrators, or both–is a critical decision.

When the superintendent did respond to HAC, the official response was that the School Breakfast Program itself would work, but that the required changes in bus scheduling would be too costly and too complex. This enabled HAC to concentrate solely on the busing issue, a luxury other groups may not have. HAC members met with the school food service director and the superintendent to discuss their concerns, but both were very negative.

In order to counter their objections, HAC collected data on bus schedules and financial operations from other cities that operated School Breakfast Programs, namely Cinncinnati, Ohio and Milwaukee, Wisconsin. Members went back to supportive board members and reported that there were solutions to these problems. The program could be run at no cost to the local district and the bus scheduling problem could be avoided almost entirely if schools where most students walked to school offered the School Breakfast Program. With this new

angle, the expansion proposal made it on the agenda for a previously scheduled public hearing before the school board.

HAC issued a press release prior to the hearing letting the public know HAC members were going to testify. (See Appendix B for the press release.) The morning of the hearing, however, the superintendent issued his own press release stating his objections regarding cost and bus scheduling problems. Despite a negative tone, this press release left open the pilot program issue.

During the hearing, HAC members testified (see Appendix B for the testimony) and the superintendent was asked to respond. He stated that while on a large scale, the transportation problem would prove prohibitive, he was willing to give School Breakfast a try on a smaller scale. Following the hearing, pilot programs were started in two schools where most of the children walked to school.

The programs began in February and from then until the end of the school year, each school reported an average daily participation of over 100 students. These numbers exceeded the estimates of the school board, the superintendent, the school food service director, and even HAC. The schools have been able to run the programs solely on federal funds, in part because both receive additional federal funds for "severe need" schools. Clearly, the pilot programs were a success.

Current continuing efforts to expand the pilot to more schools in Pittsburgh and in Allegheny County are being carried out by Just Harvest. This group is confident that the programs could be run at no cost to the taxpayers since 41 of Pittsburgh's 47 elementary schools and schools in six additional school districts in the county qualify for "severe need" funds.

Ken Regal of Just Harvest offers a number of suggestions to groups organizing at the local level. Regal urges local groups to "Be prepared in terms of homework and background research to deal with the specific logistical concerns of the school board...[and] get the school board to look at logistical concerns as problems to be solved, not as roadblocks." He also encourages school breakfast advocates to "Keep public discussion on the topic of: Are you going to feed hungry children or not?"

Regal noted that one major benefit of working at the local level is the ability to collect and use very localized data. Information such as exact numbers of school participation are easily available. Identical eligibility requirements make it possible to use lunch data to pinpoint the exact number of children in any given school who could be eating breakfast. People can relate to these facts and respond more enthusiastically.

In this chapter we have reviewed two successful campaign strategies in communities where school officials either had reservations about the School Breakfast Program or had opposed its implementation. There are, however, many communities where school officials have voluntarily taken leadership on projects designed to expand the breakfast program. One example is the New York City Board of Education's Office of School Food and Nutrition Services' (OSFNS) imaginative approach to attracting secondary students into the program through their popular "Breakfast Club" campaign. By using posters and other promotional material, patterned after the popular characters in the hit movie, "The Breakfast Club," this project has attracted an enormous number of high school students into their school breakfast program. These official are now getting ready to launch a second phase of their "Breakfast Club" campaign, a nutrition education program for elementary students. The Office of School Food and Nutrition Services has persuaded Walt Disney Productions to join their breakfast expansion campaign by granting the campaign the license to use Mickey Mouse and the cast of beloved Disney characters to advertise the Breakfast Club. According to Kevin F. Gill, the Director of OSFNS:

> **"The program is designed to generate enthusiasm about breakfast among the elementary school children and to give them incentives to come to school each morning. Every student who participates in our breakfast program will receive a Collectors Album to store individual stickers that will tell the students about the different aspects of eating a nutritious breakfast. When they have collected all 16 stickers (to be given out twice a week) they will receive a wonderful Disney poster featuring the characters that they love."**

This is simply one of the thousands of creative approaches used by local groups and school food service directors to expand participation in the School Breakfast Program. For additional information, please review the audiovisual section of Appendix C and the December 1987 issue of the *School Food Service Journal* (published by the American School Food Service Association).

Appendix A – American School Food Service Association

RESOLUTION TO EXPAND PARTICIPATION IN THE SCHOOL BREAKFAST PROGRAM

Whereas, the American School Food Service Association has 60,000 members, representing local and state administrators of child nutrition programs, including the School Breakfast Program

Whereas, major studies have shown that all children need a nutritious breakfast in order to maximize their growth and intellectual potential

Whereas, the experience of school lunch and breakfast program directors and their staff is that a well-fed child is more attentive, a better student, and has fewer disciplinary problems

Whereas, participation in the School Breakfast Program is voluntary and only 3.7 million participate as compared to 24 million children participating in the National School Lunch Program (and only 3 million low-income children participate as compared to the 11.5 million low-income children who participate in the Lunch Program)

Whereas, the ASFSA Five Year Planning Program "Strategies for the Future" encourages expansion of the School Breakfast Program

Whereas, the 1986 ASFSA House of Delegates passed a resolution endorsing an expansion of the School Breakfast Program

Whereas, the Food Research and Action Center will be announcing during National School Lunch Week, October 11-17, a nationwide educational campaign to increase participation of all children in the School Breakfast Program with a special emphasis on doubling the participation of low-income children from 3 to 6 million over the next two to three years

Be it resolved that, The American School Food Service Association supports FRAC's nationwide education effort to increase participation in the School Breakfast Program and encourages its members to actively participate in the campaign.

Resolution adopted by ASFSA's Executive Board, July 1987.

Appendix B – School Breakfast Program Expansion Kit: Sample Documents

Sample Fact Sheet

FACTS ABOUT THE SCHOOL BREAKFAST PROGRAM

1. What is the School Breakfast Program?

   It is a federally funded program that helps schools serve nutritious breakfasts to school children.

2. What foods can be served?

   - milk
   - fruit OR fruit or vegetable juice
   - bread, cereal, muffins, pancakes, etc.
   - eggs, cheese, meat, fish, peanut butter

3. Who can participate?

   Any school that wants a program can participate. The school board simply fills out a form and applies to the state department of education on behalf of the school.

4. Who pays for the meal?

   The federal government pays for all or part of the cost of every meal. Some children will get the meal "free." Others will pay up to 30 cents for "reduced-price" meals. Other children will pay slightly more than 30 cents. Any child now receiving a "free" or "reduced-price" lunch is automatically eligible for a "free" or "reduced-price" breakfast.

5. What other help is available?

   A school which has more than 40% participation in free or reduced price lunch is classified as a "severe need" school and therefore, can qualify for extra federal dollars.

6. What effect will having a breakfast program have on other school activities?

   The School Breakfast Program will bring more money into our community. Slight changes may be necessary in bus schedules. It will not take money away from the academic budget or teachers' salaries. And it will help children learn better.

If you would like to help us get a breakfast program started in our community or if you would like more information, please call:

Name: _____

Address: _____

Telephone: _____

SCHOOL BREAKFAST PROGRAM FACT SHEET:
(Prepared by the Hunger Action Coalition, August 1986)

1. USDA-approved Basic Breakfast Meal: One-half pint of milk
One-half cup of fruit, vegetable, or fruit juice
One slice of whole-grain or enriched bread or cereal equivalent
As often as practicable: additional source of protein such as eggs, cheese, meat, or peanut butter.

2. Current* USDA per meal Re-imbursement Rate: (July 1986 to June 1987)

	Regular Level	Severe Need Level
Free	$.7075	$.85
Reduced	$.4075	$.55
Paid	$.1025	$.1025

*H.R. 4990 currently under consideration in Congress would increase these rates by 5¢ per meal at the regular level and 10¢ per meal at the severe need level.

3. Current Pennsylvania Supplementary Re-imbursement: 3¢ per meal.

4. Current USDA Income Eligibilty Guidelines: (Maximum Gross Monthly Family Income)

Family size	Free	Reduced
2	$ 785	$ 1117
3	$ 988	$ 1406
4	$1192	$ 1696
Each Additional family member	+$ 204	+$ 290

5. Pittsburgh City Schools - Severe Need Eligibility:
(based upon 1984-85 applications for school lunch program)

	Total Schools	Schools Eligible for severe need	% of Total
High	13	9	69%
Middle	13	12	92%
Elementary	55	49	89%
Total	81	70	86%

6. Total Applications for Free Lunch: 1984-85 Pittsburgh School District: 20,664
%age of total enrollment: 51.5%

7. Total children receiving emergency food assistance through Hunger Action Coalition:

	County-wide	% of households served in City of Pittsburgh	Estimate of Children Servced City-wide
First half 1986	6,196	56%	3,470
All of 1985	14,791	56%	8,280

Sample School Breakfast Parent Interest Survey

School _____

1. How many children do you have in this school? _____

2. What grades are they in? _____

3. Do all adults in the household work outside the home? _____

4. At what times do your children leave for school? _____

5. Does someone in the household have time to prepare a morning meal for children? _____

6. What do children usually eat before school? _____

_____

7. Would having food available to your children in the morning at school be of any service to you? _____

Why? _____

_____

_____

source: Kansas State Department of Education

Sample School Breakfast Student Interest Survey

Grade _____

Age _____

We would like to find out whether you usually eat breakfast and if you would like to have a breakfast program in your school every day. Please help us by answering these questions.

1. Do you usually eat breakfast before coming to school?

   yes _____ no _____

2. If you usually eat breakfast:

   What time do you usually eat? _____a.m.

   What do you eat for breakfast? _____

   Do you fix your own breakfast? yes _____ no _____

3. What time do you get to school? _____a.m.

4. Do you come to school by bus? yes _____ no _____

5. Do you buy food from the student store or vending machines before school? yes _____ no _____

6. Do you ever stop to buy food before school? yes _____ no _____

   If you do, what kinds of food do you buy? _____

7. Do you usually eat lunch? _____ yes _____ no

8. Do you usually eat dinner? _____yes _____ no

9. If a breakfast program were offered in school, it would provide milk, juice or fruit and cereal or bread. Sometimes muffins, biscuits or pancakes would be served. Other times eggs, meat, cheese or peanut butter would be offered. The breakfast would be free to the students who receive free lunches. It would cost 30 cent for students who receive reduced-price lunches. All other students would pay ___ cents.

   If breakfast is available at school, about how many times would you eat? Check the number of times you think you might eat breakfast at school:

   many times _____ once in a while _____ never _____

Sample Data Sheet On Schools, School Districts, And The Community

School Facts					School Lunches		Breakfast	
A	B	C	D	E	F	G	H	I
Names of Schools	SCHOOL PRIN. TEL#	ENROLLMENT	TITLE I YES NO	CAFETERIA YES NO	#OF LUNCHES	# OF FREE/ REDUCED PRICE	#OF FREE/ REDUCED PRICE	School Contact Person
Elementary _____								
Intermediate _____								
High _____								
Total (number)____		Total #____	Total #___	Total #__				

School District Information

Name of School District Superintendent/phone # _____ _____ _____

Name of Deputy School District Superintendent/phone# _____ _____ _____

Name of District Food Service Manager/phone # _____ _____ _____

School Board Chairperson: _____ When Term Expires _____

Members: _____ Expiration _____ Members: _____ Expiration _____

_____ _____ _____ _____

_____ _____ _____ _____

Elected or Appointed _____

Date, time, place of board meetings _____ _____ _____

How to get on the agenda: _____

Community Information

*Total Population _____

*# of people or % of people below poverty level _____ # or % below 125% of poverty level _____

*You can get this information from the Statistical Abstract of the United States at you local public library.

Sample School Application Form (West Virginia)

WEST VIRGINIA DEPARTMENT OF EDUCATION
CHILD NUTRITION DIVISION
Charleston, West Virginia 25305

APPLICATION AND AGREEMENT FOR THE SCHOOL LUNCH, SCHOOL BREAKFAST AND SPECIAL MILK PROGRAMS

NAME OF SCHOOL OR INSTITUTION _____

ADDRESS _____

COUNTY _____ TYPE OF PROGRAM: NEW _____ RENEWAL _____

CURRENT ENROLLMENT _____ AVERAGE DAILY ATTENDANCE _____ PROGRAM BEGINS _____

PROGRAM ENDS _____ NUMBER FOOD SERVICE WORKERS: FULL TIME _____ PART TIME _____

DOES THE SCHOOL OPERATE ITS MEAL SERVICE ON A FEE, CONCESSION OR CONTRACT ARRANGEMENT?

YES _____ NO _____ If "Yes", attach a copy of the current contract.

THE SCHOOL OR INSTITUTION LISTED ABOVE IS APPLYING FOR APPROVAL TO OPERATE THE CHILD NUTRITION PROGRAMS AS LISTED BELOW:

SECTION A. SCHOOL LUNCH PROGRAM _____ (check if appropriate)

Estimated number of lunches to be served daily: To Children _____; To Adults _____

Estimated number of lunches to be served daily to children: Free _____; Reduced Price _____

Lunch Prices: Children: Regular Price _____; Reduced Price _____; Adult Price _____

SECTION B. SCHOOL BREAKFAST PROGRAM _____ (check if appropriate)

Estimated number of breakfasts to be served daily: To Children _____; To Adults _____

Estimated number of breakfasts to be served daily to children: Free _____; Reduced Price _____

Breakfast Prices: Children: Regular Price _____; Reduced Price _____; Adult Price _____

SECTION C. SPECIAL MILK PROGRAM _____ (check if appropriate)

NOTE: Schools which applied for either the School Lunch and/or the School Breakfast Program in Section A or Section B above, may for children in split-session kindergarten only complete Section C.

Net Delivered Price (after discount) paid to supplier per ½ pint milk _____

Unflavored, low fat _____; Unflavored, 3% fat _____; Flavored _____; Other _____

Price to be charged children per ½ pint milk: Unflavored, low fat _____; Flavored _____

Unflavored, 3% _____; Other _____ (Specify type, e.g., buttermilk, milk shake, etc.)

LIST BELOW THE NAMES AND ADDRESSES OF ANY OTHER SITES WHICH ARE SERVED BY THIS PROGRAM:

_____

MEMORANDUM OF UNDERSTANDING

To effectuate the purposes of the National School Lunch Act and the Child Nutriton Act and federal/state regulations governing the School Lunch Program, the School Breakfast Program and the Special Milk Program, the West Virginia Department of Education, the County Board of Education or other Sponsoring Agency and the School or Institution completing this Application and Agreement do hereby agree:

1. The West Virginia Department of Education (hereinafter referred to as "Department") shall reimburse the Sponsoring Agency (hereinafter referred to as "Sponsor") to the extend of funds available, for lunches and/or breakfasts and/or special milk served to children in connection with the National School Lunch Act and the Child Nutrition Act during the fiscal year during which the Department's Agreement with the Sponsor and the Sponsor's Agreement with the School or Institution (hereinafter referred to as "School") is in effect.

   Reimbursement shall be made to the Sponsor only in connection with meals which are served to eligible children which meet the nutritional requirements set forth in Section 3 of this Memorandum of Understanding. The School may be reimbursed, to the extent that funds are available, by the Sponsor for school lunches and/or school breakfasts or for special milk served by the School under the Programs indicated on Page 1 of this Agreement. Further, compliance by the School with federal regulation set forth in Chapter 7, Code of Federal Regulations, Parts 210, 220, 215 and 245, as applicable to the specific child nutrition program, is prerequisite to participation in the School Lunch Program, the School Breakfast Program and the Special Milk Program.

   Reimbursement rates are established by the Department, to the extent funds are available, within the maximum payments prescribed by the United States Department of Agriculture. Such payments are determined by multiplying the appropriate rate by the total number of school lunches, school breakfasts or one-half pints of special milk served to the appropriate categories of eligible children (free, reduced price or fully paid).

   In approving Applications from eligible schools or institutions, in assigning reimbursement rates and in approving for payment of monthly Claims for Reimbursement, the Department requires compliance with the following conditions:

   A. The Sponsor has on file with the Department an approved and current Sponsor's Agreement for the School Lunch, School Breakfast and/or Special Milk Program;

   B. The Sponsor has on file with the Department an approved and current Policy Statement for the Provision of Free and Reduced Price School Meals and Free Milk;

   C. A Sponsor (or School) which operates its food service program on contract with a food service management company remains responsible for assuring that the feeding operation is in compliance with the Sponsor's Agreement;

   D. To the extent of funds available, and upon submission of an accurate Claim for Reimbursement the Department reimburses the Sponsor on behalf of the School for meals or milk served in accordance with the terms of this Memorandum of Understanding in any fiscal year during which this Memorandum and the Sponsor's Agreement are in effect. If meals or milk are served by the School during parts of two fiscal years, the Department's agreement to reimburse the Sponsor is conditional upon appropriation by Congress of funds in sufficient amounts for the specific meal or milk service during such second fiscal year.

   E. No legal liability on the part of the Department for the payment of any money shall arise until such appropriations have been provided by the United States Department of Agriculture.

F. The Department will honor Claims for Reimbursement which are submitted by the Sponsor on forms provided by the Department within 60 days following the last day of the month covered by the Claim. Claims not filed within 60 days will not be paid except when the United States Department of Agriculture determines that late submission of the Claim was justifiable.

G. The Sponsor conducts a non-profit food and/or milk service and maintains records of income and expenditures in such a manner as to reflect the non-profit status of the food/milk service.

H. The Sponsor makes available for review or audit appropriate documentation concerning program eligibility, licensure with the required State Agencies and documentation of tuition, fees and meal/milk charges to the Child.

2. In administering the various school nutrition programs; in assigning meal reimbursement rates to schools/sites; and in compiling and approving for payment monthly Claims for Reimbursement, the Sponsor requires compliance with the following conditions:

A. The School conducts a non-profit meal or milk service and maintains records of income and expenditures to reflect the non-profit status of the service.

B. Income accruing to the school food service program in any School participating in the Programs under the National School Lunch Act and the Child Nutrition Act is used by the Sponsor and by the School only for Program purposes, provided that such income shall not be used to purchase land or to acquire or to construct buildings.

C. The Sponsor and/or the School shall limit operating balances for the school nutrition programs to levels consistent with program needs. All excess funds shall be utilized to: reduce the price of meals or milk to the child; improve the quality of meals; and upgrade equipment, as approved by the Sponsor and/or Department.

D. No food, other than the school meal or milk is served in the dining area at the time of meal service. Meals or milk shall not be denied any child for disciplinary purposes. No student shall be discriminated against by service of meals or milk which are different from those offered to other children.

E. Except for food service personnel, payments for all adult breakfasts, lunches and milk are made. Adult and student meal and milk prices are approved annually by the Department.

F. The School and Sponsor operate the School Lunch, School Breakfast and Special Milk Program in compliance with all policies set forth in the West Virginia Department of Education Policies of Operation Manual.

G. The School complies in all respects with the conditions set forth in the Sponsor's current Policy Statement for Provision of Free and Reduced Price Meals and Free Milk. School lunches and/or school breakfasts or special milk are offered to all children attending a participating school and are served without cost or at reduced cost to all children with approved applications on file for free or reduced price benefits.

H. The Sponsor and School maintain for a period of three years after the end of the fiscal year to which these pertain, all records and reports related to program operation, including Applications and Agreements, Policy Statements for the Provision of Free and Reduced Price Meals and Free Milk, Student Applications for Free/Reduced Price Meals or Free Milk, records of verification of eligibility, daily participation records, Claims for Reimbursement, Meal Production Records,

Inventory Records, invoices, bills, receipts, purchase orders, bid requests, bid award documentation, bank statements and ledger sheets.

I. All records related to program operation are made available to the Sponsor, Department, United States Department of Agriculture and to State Auditors for review and/or audit at any reasonable place and time.

J. In the operation of all child nutrition programs, the School agrees to comply with Title VI of the Civil Rights Act of 1964, Title IX of the Education Amendments of 1972, Section 504 of the Rehabilitation Act of 1973 and the Age Discrimination Act of 1975. Compliance is consistent with the objective that no person in the United States shall, on the ground of race, color, national origin, age, sex or handicap, be excluded from participation in, be denied the benefits of or be otherwise subject to discrimination.

3. In the operation of the school food service programs, the School or Institution agrees to follow the policies concerning food service as set forth in United States Department of Agriculture Meal Pattern Guidelines and included as part of each sponsor's annual Agreement:

4. Adequate facilities shall be maintained for storing, preparing and serving food and milk. Sanitation, health and safety standards shall conform with all state and local standards, including an adequate and safe supply of water and sanitary disposal of all water and refuse.

5. The School shall furnish adequate facilities and equipment so that the children may eat their meals in an accepted social manner. Adequate and sympathetic supervision shall be provided in the dining area.

6. This Agreement may be terminated upon 10 days written notice on the part of either party hereto and the Department and/or Sponsor may terminate this agreement immediately upon receipt of evidence that the terms and conditions of this agreement or of the applicable regulations and policies have not been fully complied with by the School or Sponsor. The Department may make adjustments in rates of reimbursement in accordance with the availability of funds or in order to comply with the provisions of the National School Lunch Act or the Child Nutrition Act. Notice of such adjustments shall be given in writing to the Sponsor as far in advance of the applicable date as is practicable.

   Any deviation from this memorandum may mean just cause for the program to be terminated unless the situation may be remedied at once.

7. I CERTIFY THAT THE ABOVE MEMORANDUM HAS BEEN READ AND AGREED TO.

SIGNATURES

PRINCIPAL OR ADMINISTRATOR	DATE
COUNTY SUPERINTENDENT OR SPONSORING AGENCY OFFICIAL	DATE
STATE SUPERINTENDENT OF SCHOOLS	DATE

Sample Agenda for Community Conference or Public Meeting

1. Why we have formed a School Breakfast Committee.
2. The importance of breakfast and the necessity for the Breakfast Program in our schools. Report on the School Breakfast Program Interest Survey.
3. An explanation of how the Program works on the federal, state and local levels.
4. Problems of implementing the School Breakfast Program in our schools:
    a. How to provide school breakfast in all schools for all children;
    b. How to handle class schedule and supervision issues; and
    c. How to gain the support of the principals, school board and faculty members.
5. Which school or schools should be selected as target schools for expansion of the breakfast program?
6. Group Decisions on strategy:
    a. When will we meet with the School Board?
    b. Who will do research and write up the presentation and timetable for implementing the School Breakfast Program?
    c. Who will make the presentation and act as spokesperson at the School Board meeting?
    d. Who will meet with the principals? When?
    e. Who will organize support from other groups, such as Junior Chamber of Commerce, League of Women Voters, PTA, church groups, Welfare Rights Organization, etc.?
    f. What are other ideas for our campaign? (Petitions? Series of articles in the newspapers?)
    g. What will we do after the School Board meeting? (If outcome is favorable, how will we help with implementation?)
    h. And MOST IMPORTANT: When will we meet again?

Note:

- Be sure to get names, addresses and telephone numbers of everyone who attends so that you can compile a complete mailing list.
- Be sure to invite your local and state officials, and the State Education Agency Child Nutrition Program staff.

Sample By-Laws For School Breakfast Committee

1. The name of this committee shall be the _____ School Breakfast Coordinating Committee (hereinafter "the Committee").

2. The purposes of this Committee are to increase community awareness of the need for a School Breakfast Program, to organize and establish breakfast programs in our schools and to work with state and local officials so that the programs operate in accordance with federal regulations.

3. Any interested person may become a member of the Committee, either as an individual or as a representative of an organization. Each member shall have one vote.

4. The Committee shall meet whenever the Chairperson feels a meeting is needed. All members shall be notified of such meetings at least 5 days in advance except in cases of emergency.

5. A quorum shall be _____ members of the Committee. At any meeting where a quorum is present, votes may be taken and the majority shall rule.

6. At its first regular meeting, the Committee shall elect a Chairperson. The Chairperson will be responsible for 1) calling meetings; 2) chairing meetings; 3) supervising and coordinating the work of all subcommittees; 4) appointing subcommittee leaders. The Chairperson shall be an ex-officio member of any subcommittee and may participate in their meetings.

7. The Committee shall also elect a Vice-Chairperson who will 1) assume the responsibilities of the Chairperson in his/her absence; 2) assume ongoing responsibility for outreach to bring in new parents and community groups.

8. The Committee shall also elect a Secretary. The Secretary shall be responsible for a) recording the minutes of all Committee meetings and maintaining them on file; b) notifying members when Committee meetings have been called; c) writing on behalf of the Committee to any outside groups, state agencies, the school board and the like; and d) press and media relations.

9. Necessary subcommittees may be established by the Chairperson.

10. Roberts Rules of Order shall govern the conduct of the meetings.

STUDENT SURVEY OF FOODS FOR BREAKFAST

Likes and Dislikes

GRADE _____

AGE _____

For all foods listed below place a check (✓) in any column to indicate how you feel about that food. You may check more than one column for each food.

FOODS	Like to eat	Don't like to eat	Never tried to eat	Would try to eat	Would never try to eat	Never heard of
Whole wheat toast						
Cinnamon toast						
Raisin bread						
Dry cereal						
Oatmeal						
Grits						
Cream of wheat						
Cornbread						
Muffin						
Biscuit						
Scrambled eggs						
Hard-boiled eggs						
Cheese toast						
Cheese (pieces)						
Peanut btr. sandw.						
Pizza						
Pancakes						
French toast						
Peanuts						
Yogurt						
Cottage cheese						
Carrots & celery						
Applesauce						
Orange juice						
Grape juice						
Tomato juice						
Grapefruit juice						
Apple juice						
Pineapple juice						
Orange halves						
Banana						
Strawberries						
Cantaloupe						
Peach slices						
Pear						
Fruit salad						
White milk						

1. Name other foods you like to eat for breakfast. _____
2. Name five of your most favorite foods you like to eat at breakfast time. _____
3. What is your favorite kind of breakfast? _____

Sample Community Flyer

A HUNGRY CHILD CANNOT LEARN. WE NEED BREAKFAST AND LUNCH IN SCHOOLS NOW!

The schools could be serving

our children nutritious breakfasts

and lunches each day.

The National School Lunch and Breakfast Programs provide Federal funds to serve meals to children. We are missing the opportunity to get our tax money back as an investment in our children and our community.

COME TO THE COMMUNITY MEETING TO LEARN ABOUT THE SCHOOL FOOD PROGRAMS.

YOU CAN HELP

Date:_____

Time:_____

Place:_____

For information, call:_____

Name(s):_____

Phone: _____

Sponsored by: _____

Hunger Action Coalition Letter To Local The School Food Service Director and School Board

4907 Penn Avenue • Pittsburgh, PA 15224 • 412-361-2501

August 12, 1986

Ms. Dolores Ford, Director
Food Service Division
Pittsburgh Board of Public Education
Muriel and 13th Streets
Pittsburgh PA 15203

Dear Director Ford:

The Hunger Action Coalition has been a leader in the fight against hunger in our community since 1976. Our emergency food assistance network helped over 27,000 people in 1985; in addition, our other efforts include screening for food stamp and other government assistance programs, development of community-based food pantries in areas of great need, and research, public education, and advocacy on the causes of hunger in Allegheny County. During the past decade, Hunger Action Coalition has assisted with two major studies of the overall hunger problem in Allegheny County. Both studies, one conducted in 1977 by the University of Pittsburgh Center for Urban Research, and the other just published in May by the United Way of Allegheny County, recommended the formation of a School Breakfast Program in the Pittsburgh Public Schools as a major step in alleviating hunger in our midst.

The National School Breakfast Program, established by Congress in 1966, provides federal subsidies to School Districts providing a basic nutritious breakfast to its students. Under the same guidelines as the School Lunch Program, children in low-income families qualify for free or reduced-price meals, while paid meals are also available to students in any income range. Federal subsidies are allocated on a per meal basis. Larger subisidies are available to schools in areas of "severe need," and the Pennsylvania State Government has a supplemental subsidy as well.

According to officials of other large urban school districts to whom we have spoken, the Federal subsidies are sufficient to operate the program at no additional cost to the local school district. The program can be set up and administered with virtually no disruption of classroom or transportation schedules, and with only minor changes in work schedules of the food service staff.

There is a great need for a school breakfast program in Pittsburgh. Recent Census Bureau figures indicate that as many as 16,000 school age children in Pittsburgh live below the poverty line. Hunger Action Coalition's emergency food assistance reached approximately 3,400 children in the city just during the first half of 1986. The nutritional needs of these youngsters

are chronic, though the resources of agencies such as Hunger Action Coalition are too limited to serve more than the tip of the iceberg. All but six of the city's elementary schools meet USDA guidelines for being considered in "severe need."

Because the School Breakfast Program can meet this need with minimal inconvenience and cost to the Pittsburgh Board of Education, and because no other program is available that could take advantage of the Federal funds available for school breakfasts, Hunger Action Coalition enthusiastically recommends that the School Disctrict initiate a School Breakfast Program as quickly as possible.

Some additional information about the National School Breakfast Program is attached. If you have any questions regarding the program, please feel free to contact us at 361-2501.

Thank you very much for your interest in this critically important subject.

Sincerely,

Kenneth C. Regal
Public Policy Advocate

cc: Dr. Richard Wallace
Dr. Jake Milliones
Richard Adams
Barbara Burns
Edwin Grinberg
William Larkin
Patricia Wall
Jean Fink
Ronald Suber
Carole Annis

Sample Press Release

School Breakfast Committee Meets with School Board

For Immediate Release **Contact:**

Date: _____ **Name** _____

Address _____

Telephone _____

The _____ (name of committee) School Breakfast Committee will meet tomorrow with the _____ (name of school board) concerning the establishment of a School Breakfast Program in the _____ (school district). The Committee will explain how an application can be submitted to the State Education Agency which can obtain Federal funds for immediate implementation of the Program.

The _____ School Breakfast Committee emphasizes that the School Breakfast Program is important to all school age children. Studies have shown that children who have not had an adequate morning meal find it more difficult to concentrate and to settle down to work in their morning classes. An adequate breakfast is especially important for children from low-income families who may not have been able to afford an adequate dinner the night before. All children from families with an income of *(fill in eligibility figure for a family of four)* or less can receive a free breakfast by submitting an application, and children from families with almost twice that income may be able to receive a reduced-price breakfast, once the Program is begun.

A spokesperson for the Committee, _____, said that they believe that, with the immediate cooperation of the School Board and State Child Nutrition Program Director, the Breakfast Program can be implemented in the target schools within a short time of application. The target schools are _____, _____, and _____.

The School Breakfast Committee was formed last _____ (date) in order to seek an expansion of the School Breakfast Program. It is composed of representatives from the following groups:

_____.

_____.

_____.

Its next public meeting will be _____ held at _____.

NOTE:

- Your press release, when typed, should be double spaced. Be sure it is unexaggerated, factual, clear and concise. Radio and T.V. announcements should be sent to your local station to the attention of the Public Service Director or Director of Community Affairs, as well as the news director. It may be two or three weeks before they can schedule your announcement so allow enough time or call the station to find out when your announcement will be on. Additional fact sheets can be attached to the press release if you feel the media needs more information.

Hunger Action Coalition Press Release

HUNGER ACTION COALITION

Emergency Food Assistance
Food Resource Counseling
Pantry Development
Hunger Research/Education
Public Policy Advocacy

4907 Penn Avenue • Pittsburgh, PA 15224 • 412-361-2501

FEDERAL FUNDS AVAILABLE TO PITTSBURGH SCHOOL BOARD FOR BREAKFAST PROGRAM

HUNGER ACTION COALITION ENCOURAGES START-UP FOR THOUSANDS OF LOW-INCOME SCHOOLCHILDREN

For Release: Dec. 8, 1986
For information, contact:

Kenneth Regal
361-2501

On Monday, December 8, at 7:30 PM members and supporters of the Hunger Action Coalition will testify at the Pittsburgh School Board's Public Hearing on the 1987 Budget in support of the establishment of a School Breakfast Program.

Under the Federal Child Nutrition Act of 1975, any school district is eligible to receive federal funds to pay for a School Breakfast Program. More than 3,000,000 children nationwide take part in Federally-funded School Breakfast Programs. However, according to the Hunger Action Coalition, the needs of Pittsburgh's 10,000 elementary school students eligible for free breakfast in school are going unmet.

According to Hunger Action Coalition's Emergency Food Assistance Hotline, an estimated 6,000 children in the City of Pittsburgh are in families contacting the Hotline for emergency food during the 1985-86 school year. Hunger Action esitmates that the Board of Education may be missing out on as much as $400,000 per year in Federal funds for the Breakfast Program, while thousands of youngsters are missing out on a daily nutritious breakfast.

School Districts across the country have reported to Hunger Action that no local school district money is needed for the program, which can be funded entirely by Federal Chlid Nutrition Program funds.

The Public Hearing takes place at the Board of Education Administration Building, 341 South Bellefield Ave., in Oakland.

# #

School Breakfast Committee Statement to School Board

We, the members of the _____ (School Breakfast Committee), are meeting with the _____ (school board) today to request the implementation of school breakfast in the following schools:

(List Schools)

Federal money is available so that each one of these schools can offer a breakfast program. Since some of these schools have large numbers of low-income children, they are eligible for "severe need" funds, which will assist them in offering very nutritious meals to their students.

As parents and concerned members of the community, we know the benefits a School Breakfast Program offers our children. Students learn better and can pay attention longer. Discipline problems and lateness decrease. School administrators from neighboring communities which offer breakfast have told us this is true. For example ... (talk about a breakfast program in your state which has been very successful.)

Funds for our schools are available now from the federal government through the State Education Agency Child Nutrition Program Division. The Director of this Office has already been advised of our desire to have a breakfast program in our schools and is willing to help in any way he/she can.

In the belief that the School Breakfast Program is important to our children's health and that our schools will greatly benefit from it, we are hereby requesting IMMEDIATE IMPLEMENTATION of the Program in the above-named schools. Our committee is ready to assist the School Board in all ways possible to formulate plans for a smooth and speedy implementation of the Program.

Since the first step toward that goal is an application submitted by the School Board to the State Director of School Food Service, we request assurance today that this form will be filed immediately.

Hoping that we will be able to work together for a successful Breakfast Program we submit this request.

(signed) _____

Chairperson _____

School Breakfast Committee _____

Hunger Action Coalition's Testimony to School Board

HUNGER ACTION COALITION

Emergency Food Assistance
Food Resource Counseling
Pantry Development
Hunger Research/Education
Public Policy Advocacy

4907 Penn Avenue • Pittsburgh, PA 15224 • 412-361-2501

TESTIMONY IN SUPPORT OF THE SCHOOL BREAKFAST PROGRAM

Public Hearing -- Pittsburgh Board of Education

Monday, December 8, 1986

submitted by Kenneth Regal
Public Policy Advocate
HUNGER ACTION COALITION

The Hunger Action Coalition is here this evening to speak to you about the National School Breakfast Program. We are committed to the idea that in this time of chronic poverty and great need, no available resources to aid the hungry should be wasted.

The National School Breakfast Program has been funded by the Federal Government for the past 20 years. It has flourished in spite of 6 years of Reagan Administration cuts in most other social service programs, and it currently feeds nearly 3,500,000 children nation-wide.

We are here tonight to respond to the suggestion that the Breakfast Program is impractical here in Pittsburgh.

It has been suggested that Transportation is a major problem. When most of us think of a complex school bussing system, we think of the system in Boston, Massachusetts. But, 117 schools in the city of Boston take part in a Breakfast Program that feeds 13,500 children each morning. We recognize that there may be difficulties in bus scheduling here in Pittsburgh. And so we are here to ask you for a Breakfast Program limited to those schools where bus schedules would not be a problem. Right now, there are 32 elementary schools in the School District where at least 200 children walk to school. Walking students at those schools total 9,625 youngsters. At those 32 schools, more than 7,100 children are eligible for free breakfasts, and another 670 are entitled to reduced-price meals. The School Board can make breakfast available to those 9,600 students without changing a single bus schedule a single minute. We have heard from parents at some of these schools who have pointed out that some of their busses do arrive early enough before school begins that even more children would be able to take part in the meals. The fact is that the School Board can provide breakfast to thousands of children without any changes in the bus schedules.

The issue of Supervision has been raised as a logistical problem. I would like to quote from a survey of Pennsylvania schools taking

part in the Breakfast Program. The survey was conducted by the Pennsylvania Coalition on Food and Nutrition.

"In a majority of cases, cafeteria staff acted as supervisors. In very few cases, teachers or administrative staff would be recruited to help out. It is the consensus of the survey that very little supervision is needed during the service of breakfast at school. We think this is because children are often half asleep when they walk into the school building; hence, the fears that teachers or other administrative personnel would be tied up in the morning, performing supervisory roles, is almost totally unfounded."

Furthermore, we raised this question with Food Service Directors in other large cities with Breakfast Programs. None expressed any problem with the use of cafeteria and food service aides in supervising the youngsters as they eat. Each includes the cost of supervision in their breakfast program expenses and each reported that federal re-imbursements are sufficient to cover those expenses.

The third and final concern which has been raised by the School District staff is about the level of participation. The School Breakfast Program served 260,000 children last month in the State of Pennsylvania. Nearly 3.5 million take part nation-wide. Cities we have contacted around the country report that participation is fine. Of course, many express a hope that more children will take part. Only half of the people eligible for food stamps nation-wide receive them. That is not an excuse for eliminating food stamps. Nor is low participation in a few school districts cause for not making this program available to those who need it. Participation depends on publicity, on community outreach, and most of all, on the Board's committment to make the program work. The Hunger Action Coalition is willing to help in whatever way we can with publicity and outreach efforts, through our network of food pantries, through our Food Resource Counseling program, and in other ways to bring participation to the highest level possible. In Cincinnati, Ohio, a city about Pittsburgh's size with only a slightly larger school system, 6,200 children eat breakfast each morning. Even if only 2,000 participated in Pittsburgh, the School District would receive roughly $300,000 per year from the Federal Government to run the program. There is no reason to deny those children who need this program the resources of our federal tax dollars because other children aren't taking part.

In summary, expensive bus schedule changes are not needed. Normal supervision costs can be met with available federal funds. There is no good reason to think that participation would be low in a city where 15,000 school age children live in poverty.

The bottom line is that the School Breakfast Program is cost effective; it is practical; and it is necessary.

If we allow our ideas about the School Breakfast Program to be dominated by pre-conceived and incorrect notions of why this program won't work, instead of giving it a chance to work, we do the needy children of this community a grave disservice. We ask the School Board to work along with us in looking creatively at how the School Breakfast Program can work. We ask you for a committment to help us meet the most basic need facing thousands of our schoolchildren this morning, tomorrow morning, and every morning.

Thank you.

Sample Letter To Parents From School Announcing Availability of Program

Dear Parent/Guardian:

_____ School participates in the National School Lunch Program/School Breakfast Program. Nutritious meals are served every school day. Students may buy lunch for ____ and breakfast for ____.

Children from households that meet Federal income guidelines are eligible for free meals or reduced price meals at ____ for lunch and ____ for breakfast. To apply for free or reduced price meals, complete the enclosed application as soon as possible, sign it and return it to the school.

FOOD STAMP/AFDC HOUSEHOLDS: If you currently receive Food Stamps or "Aid to Families with Dependent Children" for your child, you only have to list your child's name and food stamp or AFDC case number, print your name, and sign the application. Since you have already given income information to the welfare office, the school can confirm your eligibility.

ALL OTHER HOUSEHOLDS: If your household income is at or below the level shown on the enclosed scale, your child is eligible for either free or reduced price meals. To apply for meal benefits, you must provide the following information or your application cannot be approved.

- HOUSEHOLD MEMBERS: List the names of everyone who lives in your household. Include parents, grandparents, all children, other relatives and unrelated people who live in your household.

- SOCIAL SECURITY NUMBERS: List the social security number of each adult age 21 or older. If an adult does not have a social security number print "None."

- MONTHLY INCOME: List total monthly income AND the amount of income (BEFORE deductions for taxes, social security, etc.) each person received last month and where it is from, such as wages, retirement, or welfare. If you have a household member for whom last month's income was higher or lower than usual, list that person's expected average monthly income.

- SIGNATURE: An adult household member must sign the application.

VERIFICATION: The information on the application may be checked by school officials at any time during the school year.

REPORTING CHANGES: If you list income information and your child is approved for meal benefits, you must tell the school when your household income increases by $50 or more per month ($600 per year) or when your household size decreases. If you list a food stamp case number or AFDC number, you must tell the school when you no longer receive food stamps or AFDC for your child.

FOSTER CHILD: Your foster child may be eligible for meal benefits. If you wish to apply for meal benefits for a foster child, contact the school for help with the application.

NONDISCRIMINATION: Children who receive free or reduced price meal benefits are treated the same as children who pay for meals. In the operation of child feeding programs, no child will be discriminated against because of race, sex, color, national origin, age, or handicap. If you believe you have been discriminated against, write immediately to the Secretary of Agriculture, Washington, D.C. 20250.

FAIR HEARING: If you do not agree with the school's decision on your application or the result of verification, you may wish to discuss it with the school. You also have the right to a fair hearing. This can be done by calling or writing the following official:

_____

(Name, Address, Telephone Number of Hearing Official)

CONFIDENTIALITY: The information you provide will be treated confidentially and will be used only for eligibility determinations and verification of data.

REAPPLICATION: You may apply for benefits any time during the school year. If you are not eligible now but have a decrease in household income, an increase in household size, or become unemployed, fill out an application at that time.

You will be notified when the application is approved or denied.

Sincerely,

source: USDA/FNS

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Sample Application For Free And Reduced-Price School Meals

TO APPLY FOR FREE AND REDUCED PRICE MEALS FOR YOUR CHILD, CAREFULLY COMPLETE, SIGN AND RETURN THIS APPLICATION TO THE SCHOOL. IF YOU NEED HELP WITH THIS FORM, PLEASE CALL THIS TELEPHONE NUMBER: _____

_____ NAME OF CHILD | _____ SCHOOL | _____ GRADE

☐ FOSTER CHILD — In certain cases foster children are eligible for benefits regardless of your household income. If you are applying for a foster child, contact the school for instructions.

PART 1 - HOUSEHOLDS RECEIVING FOOD STAMPS OR AID TO FAMILIES WITH DEPENDENT CHILDREN

If you are NOW receiving food stamps or AFDC for THIS child, you may give your food stamp case number or AFDC number. **Do not complete PART 2, but go on to PART 3.** The application **MUST** have the printed name and signature of an adult.

☐ YES, I received food stamps or AFDC for this child this month and want school meals.

FOOD STAMP CASE NUMBER _____

OR

AFDC CASE NUMBER _____

PART 2 - ALL OTHER HOUSEHOLDS

If you did not give a food stamp case number or AFDC number, you **MUST** complete the following information and sign the application or your application cannot be approved.

HOUSEHOLD MEMBERS: List the names of everyone living in your household; include yourself and the child listed above. If you need more space, use a separate sheet of paper.

SOCIAL SECURITY NUMBER: Print the social security number of each adult age 21 or older. If an adult does not have a social security number, print "none" next to their name.

INCOME: List all income received last month on the same line with the person who received it. You must list gross income BEFORE deductions for taxes, social security, etc. List each amount under the correct title **and** list total monthly income.

LIST ALL HOUSEHOLD MEMBERS			MONTHLY INCOME			
Name (Last, First)	Age	Social Security Number	Monthly Earnings from Work (Before Deductions)	Monthly Welfare Payments Child Support Alimony	Monthly Payments from Pensions Retirement Social Security	All Other Income Received Last Month
1.						
2.						
3.						
4.						
5.						
6.						
7.						
8.						

PART 3 - ALL HOUSEHOLDS

TOTAL MONTHLY INCOME: _____

RACE: Please check the racial or ethnic identity of your child. You are not required to answer this question. We need this information to be sure that everyone receives benefits on a fair basis.

☐ WHITE, NOT OF HISPANIC ORIGIN
☐ BLACK, NOT OF HISPANIC ORIGIN
☐ HISPANIC
☐ ASIAN OR PACIFIC ISLANDER
☐ AMERICAN INDIAN OR ALASKAN NATIVE

No child will be discriminated against because of race, sex, color, national origin, age or handicap.

PENALTIES FOR MISREPRESENTATION: I certify that all of the above information is true and correct and that all income is reported. I understand that this information is being given for the receipt of Federal funds; that school officials may verify the information on the application; and that deliberate misrepresentation of the information may subject me to prosecution under applicable State and Federal laws. An adult must sign the application before it can be approved.

SIGNATURE: _____ SIGNATURE OF ADULT | _____ HOME ADDRESS

_____ PRINTED NAME OF ADULT | _____ DATE SIGNED | _____ HOME TELEPHONE | _____ WORK TELEPHONE

If you did not give a food stamp or AFDC case number, Federal Law (PL 97-35) requires you to list social security numbers of all household members before your child may receive free or reduced price meals. You do not have to give social security numbers, but if you refuse your child cannot receive free or reduced price meals. The social security numbers may be used to identify you for verifying the information you report on this application. Verification may include audits, investigations, contacting the State employment security office, food stamp or welfare office, and employers, and checking the written information provided by the household to confirm the information received. If incorrect information is discovered, a loss of benefits or legal action may occur. These facts must be told to all household members whose social security numbers are reported on this form.

source: USDA/FNS

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INCOME ELIGIBILITY GUIDELINES

FOR FREE OR REDUCED PRICE MEALS

If your household income is at or below the level shown on this scale, your child is eligible for either free or reduced price meals.

(Effective From July 1, 1987 to June 30, 1988)

Household size	Year	Month	Week
1	10,175	848	196
2	13,690	1,141	264
3	17,205	1,434	331
4	20,720	1,727	399
5	24,235	2,020	467
6	27,750	2,313	534
7	31,265	2,606	602
8	34,780	2,899	669
For each additional family member add..	+3,515	+293	+68

HELP WITH MONTHLY INCOME:

To determine monthly income:

If you receive the income every week, multiply the total gross income by 4.33

If you receive the income every 2 weeks, multiply the total gross income by 2.15

If you receive the income twice a month, multiply the total gross income by 2

Remember, you must report the total income amount before taxes, social security, health benefits, union dues, or other deductions are made.

FOR SCHOOL USE ONLY — DO NOT WRITE BELOW THIS LINE

ELIGIBILITY

Total Household Size: _____ Total Income: $_____ ☐ Monthly ☐ Annual OR ☐ Food Stamp Household

Eligibility Determination: ☐ Approved Free ☐ Approved Reduced Price ☐ Denied ☐ AFDC Household

Reason for Denial: ☐ Income Too High ☐ Incomplete Application ☐ Other (Reason) _____

Date Notice Sent: _____ Signature of Determining Official: _____ Date: _____

VERIFICATION

Date Selected For Verification _____

Response Due From Household _____

Second Notice Sent _____

☐ Food Stamp/AFDC Eligibility ☐ Income

☐ Not Confirmed

$ _____

Confirmed

☐ Monthly ☐ Yearly

☐ Food Stamp /AFDC Office

☐ Wage Stubs

☐ Written Documents

☐ Notice of Eligibility

☐ Collateral Contact

☐ AFDC Card Issued monthly (not ID Card w/o expiration date)

☐ Agency Records

☐ Other _____

Sample Selection

☐ Random

☐ Focused

☐ 100%

☐ Other _____

_____

Verification Result ☐ No Change ☐ Ineligible ☐ Free to Reduced Price ☐ Reduced Price to Free

Reason For Eligibility Change ☐ Income ☐ Household Size ☐ Refused to Cooperate

☐ Other _____

Date Adverse Notice Sent _____ Date of change: _____

Signature of Verifying Official _____ Date _____

Space for notes about the Eligibility/Verification below _____

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Children's Rights In The School Breakfast Program*

- Any child who is eligible for a free or reduced-price lunch is eligible for a free or reduced-price breakfast without filling out a new application form. 245.3(c)
- If one child in the family is eligible for free or reduced-price meals, based on family size and income criteria, then the other children in the family are also eligible. 245.3(b)(2)
- All schools which have the School Breakfast Program must offer free and reduced-price meals to all children from families which made application and whose incomes meet the eligibility guidelines. 245.3(c)
- At the beginning of the school year, schools must send notices to all parents about the breakfast program along with application forms for free and reduced-price meals. 245.5(a)(1)
- Parents must be told their appeal rights and the application and eligibility determination rules of the program and must be given a copy of eligibility guidelines for reduced-price meals. 245.5(a)(1)
- The application form must be simple. The form has ask questions about income, social security numbers, and family composition unless the applicant is a Food Stamp or AFDC household. Children living in such households are categorically eligible. The parent does not have to answer any other questions about his or her personal life in order to qualify. The application must be signed by an adult member of the family. 245.6(a)
- After an application for free or reduced-price meals is returned to the school, it should be acted on within 10 working days. 245.6(b)
- A parent may appeal any decision school officials make about whether their child can receive free or reduced-price meals. They have a right to a fair hearing before an impartial person. 245.7(a)
- If the information on the application shows that the child should get free or reduced-price meals but school officials believe the information is not true, they may challenge the application. However, if the parent appeals the decision, the school must serve the child free or reduced-price meals at least until the appeal process is over. 245.7(b)
- If income changes during the year, or if the family suffers a hardship, the parent has the right to make a new application for free or reduced-price meals. 245.5(a)(1)(vi), 245.6(a)(2)
- A child cannot be made to work to get free or reduced-price meals. 245.8(c)
- A child cannot be made to stand in a different line or receive a different token or ticket to eat free or reduced-price meals. 245.8(b)
- A child cannot be denied a meal as punishment. FNS Instruction 791-1
- All children eligible for free or reduced-price meals must be offered the same meals as children who pay the full price for them. 245.8(e)

*Cititations, unless otherwise noted, are from Title 7 of the Code of Federal Regulations, Part 245.

Appendix C – Literature Review on the School Breakfast Program and Audiovisual Resources

Following is a collection of resources on the School Breakfast Program listed by topic with articles listed first and audiovisual aids second.

Starred Resources

These articles and audiovisual resources are available from: Food, Nutrition and Human Ecology Branch, Room 304, National Agricultural Library, Beltsville, MD 20705 (301) 344-3719.

Many people are eligible to borrow materials directly from the National Agricultural Library, including persons working for federal and state government agencies, school districts and individual schools, and Nutrition Education and Training Programs. Those not eligible to borrow directly are encouraged to contact a local library to receive resources through interlibrary loan. Copies of journal articles are limited to six articles per request. Three audiovisuals may be borrowed at a time and should be requested four weeks ahead of the show date.

Unstarred Resources

These articles and audiovisual aids were collected from our in-house collection and from school breakfast contacts and advocates. Complete ordering information has been provided whenever possible. Please contact the listed organization to order resources or try to locate them in a local public or university library.

Please contact the organization or journal that published the article or audiovisual aid for permission to copy and distribute the resource. Also, please cite the publication if you use specific information from a resource.

Activities for Children

****Breakfast**. Developed by Experience Education, Swanson Center for Nutrition and the Nebraska Department of Education. 1980. This kit includes directions and materials for 6 classroom activities to encourage children to eat breakfast. Activity themes include: nontraditional breakfast ideas, meal planning, cereal tasting, creating TV shows about breakfast, and planning a brown bag breakfast. Resource materials include filmstrip/cassette presentations, worksheets, song sheets, posters and transparencies.

****A Campaign to Promote the Importance of a Balanced Breakfast to A.C.T. Primary School Children**. Jill Parliament. *Journal of Food and Nutrition*, 1983, vol. 40 (3), p. 132-133. Information is provided on the design, description, and effectiveness aspects of a resource kit entitled "Good Breakfast–Good Start Campaign" developed by the Community Nutrition Section for primary school teachers. Favorable responses to the campaign noted by the teachers are identified.

Factors Affecting Participation

Barriers to School Breakfast. The Children's Foundation. November, 1978. Includes common barriers to starting a School Breakfast Program, profiles of problems and solutions in 10 states and 25 cities, and recommendations at the local, state, and national level. Contact: The Children's Foundation, 815 15th Street, N.W., Suite 928, Washington, D.C. 20005 (202) 347-3300.

****Factors Affecting Participation in Child Nutrition Programs**. Donna L. Keyser, Allene G. Vaden, and Arthur D. Dayton. *Foodservice Research Review*, Spring 1983, vol. 7 (1), p. 29-37. Compares participation rates in the School Lunch and Breakfast Programs in a number of selected schools in 4 midwestern states.

****The National Evaluation of School Nutrition Programs: Factors Affecting Student Participation**. Kenneth M. Maurer. *American Journal of Clinical Nutrition*, August 1984, vol. 40 (2), p. 425-447. Results of the analysis of individual student participation data for the School Breakfast and Lunch Programs are described. The availability of the programs and participation rates for various subgroups of students are estimated. For both programs meal

price is the single most important predictor of participation. Using the results from the participation analyses, estimates are obtained of the effects that changes in eligibility criteria for free and reduced price meals would have on eligibility, approved meal price status, and participation for the total population and for selected subgroups of students. The effect of federal reimbursements for the programs is also estimated.

School Breakfast Survey-1987. Helen Jensen. Connecticut Nutrition Education and Training Program. A breakfast survey was conducted with fourth graders in Connecticut. Contact: Helen Jensen, The University of Connecticut, Nutrition Sciences, U-17, 3624 Horsebarn Road Ext., Storrs, CT 06268 (203) 486-4666.

How to Run a School Breakfast Program

Breakfast: On a Shoestring. Doris Bishop. *School Foodservice Journal*, April 1980, vol. 34 (4), p. 42-43. Even older schools without cooking facilities can provide breakfast for students; these schools are frequently in areas most in need of nutrition programs for children. Waterloo, Iowa has developed a rotating menu of breakfasts which are delivered with the previous day's lunches. Fruits are used as an accompaniment. These small programs handle from 7 to 100 students and are prepared in less than an hour by an aide or by school food service personnel.

Breakfast: A Bay Area View. Ramona I. T. Chun. *School Food Service Journal*, April 1980, vol. 34 (4), p. 32, 36, 38, 40. The San Fransisco Unified School District has breakfast programs in all schools; there are 36 cooking schools and 67 satellites. The program development was not easy, but participants are now enthusiastic, including principals who were resistant to implementation in the beginning. A central warehouse supplies all schools, keeping costs and time to a minimum. Acceptability is high for both breakfast and lunch. Good eating habits are encouraged and nutrition education is advanced. Programs are supervised by paid staff and volunteer parents. The result is a community program well received by all.

Doing More with Less: Innovative Idea for Reducing Costs in the School Nutrition Programs. Child Nutrition Forum. 1982. A guide for those concerned about keeping school lunch and other nutrition programs alive and well. Practical advice on saving money through collective buying, using USDA commodities, and creative menu planning. Also provides tips on increasing student participation, involving parents, and much more. Cost $10. Contact: Food Research and Action Center, 1319 F Street, NW, Suite 500, Washington, D.C. 20004 (202) 393-5060.

For the Administrator. December 1975. Information of the School Breakfast Program geared toward school administrators. Contact: School Food Service, Missouri Department of Education, P.O. Box 480, Jefferson City, MO 65102 (314) 751-3526.

Here's a Full Plate of Advice on Running Breakfast Programs in Schools. Jerome Cramer. *The American School Board Journal*, November 1979, p. 41-44.

Missouri Schools. May 1978. Five articles giving details about the operation of several breakfast programs in Missouri. Broad range of school districts, insight into problems and solutions of implementing the School Breakfast Program.

****A Rural District Builds a School Breakfast Program**. Eunice Wilson Bowman. U.S. Department of Agriculture, Food and Nutrition Service, *Food Nutrition*, February 1980, vol. 10 (1), p. 11-13. The Mansfield, Ohio school district has been serving breakfast since 1978. At first, simple breakfasts were served in a few schools, then the program was expanded to all 17 schools in the district. Changes in scheduling, staffing, and paperwork were necessary. Cereal storage problems were solved by ordering through a wholesaler and having small shipments.

School Breakfast Programs. *Iowa Department of Education Newsletter*, March 1985, vol 39 (4).

****Starting Off on the Right Foot**. Beverly M. Lowe. *School Food Service Journal*, February 1981, vol. 35 (2), p. 34-36. Regulations for the program are outlined, as are suggestions for presenting the idea to principals and food service managers and for implementing a successful program.

Menus and Meal Planning

****Breakfast: Another Look**. Doris H. Zumsteg. *School Foodservice Journal*, April 1980, vol. 34 (4), p. 44-46. School Breakfast Programs in various parts of the country illustrate the increasing popularity and benefit of providing morning nutrition for students. Menus built on student preferences seem to enjoy greater acceptance. Community participation frequently enables programs to operate more happily, economically and nutritiously.

Breakfast at School. October 1985. Guide includes menus and recipes for the School Breakfast Program. Contact: Idaho State Department of Education, Len B. Jordan Building, Boise, ID 83720 (208) 334-3106.

****Breakfast: It's Basic**. Julie Dutcher. *School Foodservice Journal*, April 1980, vol. 34 (4), p. 48, 50, 52-54. Menu planning for School Breakfast Programs need not be inhibited. The basic foods of a school program can easily be expanded by using a little imagination. Regional specialties are usually popular. Recipes for innovative ideas are included which will spice up the menu and encourage participation in a program which effectively aids nutrition.

Breakfast Manual: You Are What You Eat. Guide for School Food Service Personnel, including ordering guide, weekly menu worksheet sample, four week breakfast cycle menu, and recipes. Contact: Alaska State-Operated Schools System, Food Service Department, 4900 Fairbanks, Anchorage, AK 99503.

****First Things First: 22 Ways to Build a Better Breakfast**. Frances Goulart. *Vegetarian Times*, November 1982, (63), p. 51-53. All breakfasts are not nutritionally adequate; therefore, 22 breakfast tricks are offered to help ensure a well-balanced and nutritious meal.

****Meal Production Costs in School Nutrition Programs**. Mark Cooper and Michael Puma. U.S. Department of Agriculture, Food and Nutrition Service, Office of Analysis and Evaluation, 1982. In compliance with Congressional mandates, a study was undertaken to determine the meal production process and operating costs associated with the School Lunch and Breakfast Programs. Analysis was done on factors that influenced meal costs in school feeding programs and on variables that affected menu choice and meal costs.

Nutrition and Learning

Breakfast! Food for Thought. *Palmetto Apple*, March 1984, vol 2 (6). Contact: South Carolina Department of Education, Office of School Food Service, 1429 Senate Street, Columbia, SC 29201 (803) 734-8190.

****Brief Fasting, Stress, and Cognition in Children**. Ernesto Pollitt, Rudolph L. Leibel, and Daryl Greenfield. *American Journal of Clinical Nutrition*, August 1981, vol. 34 (8), p. 1526-1533. Discussion of the effect of skipping breakfast on the speed and accuracy with which 34 well-nourished children, 9-11 years old, completed problem solving tasks.

A Complete Summary of the Iowa Breakfast Studies. 1976. A classic study of the effects of breakfast on learning. Iowa Department of Education Bureau of Food and Nutrition

Malnutrition, Learning, and Behavior. U.S. Department of Health, Education and Welfare. April 1976. Contact: Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402.

****Nutritional Effect of School Lunch and School Breakfast**. J.S. Akin, J.S. Bass, D.K. Guilkey, P.S. Haines, and B. M. Popkin. Proceedings from Agricultural Outlook Conference, U.S. Department of Agriculture, 1982.

Relationships of Hunger and Malnutrition to Learning Ability and Behavior. Suzanne Pelican, Lily Hsu O'Connell, Christine Lewis, and Carol Byrd-Bredbenner. Florida Department of Citrus. 1982. Contact: State of Florida, Department of Citrus, P.O. Box 148, Lakeland, FL 33802.

Promotional Materials

Be Better With Breakfast. Promotional materials developed around School Breakfast Week in Maryland. Includes color brochures and an activities guide. Color posters are developed each year around the School Breakfast theme (i.e. "Put the Wind in Your Sails with Breakfast"). One copy of brochures and guide available per request. Contact: Shelly Terry, Maryland State Department of Education, Nutrition and Transportation Services Office, 200 West Baltimore Street, Baltimore, MD 21201 (301) 333-1942.

Better Their Day with Breakfast. A color brochure on the School Breakfast Program with photos of sample breakfasts. Contact: Oregon Department of Education, School Nutrition Services, 700 Pringle Parkway, SE, Salem, OR 97310-0290 (503) 378-3579.

Child Nutrition Programs. Color brochures using cartoon animals to promote the five Child Nutrition Programs: National School Lunch, School Breakfast, Child Care Food, Special Milk, and Summer Food Service Programs. Contact: Child Nutrition Programs, Department of Education, Montpelier, VT 05602 (802) 828-2447.

Color Posters. These posters depict National School Lunch and Breakfast Programs and Summer Food Service Program. Considered by some commentators to be the most attractive and effective child nutrition posters ever produced. Contact: Mary Ellen McGarry, New York City Board of Education, 44-36 Vernon Boulevard, Long Island City, NY, 11101, (718) 729-6100.

Energize Your Day with Breakfast: A Message for Parents and Community Workers. January 1976, reprinted in June 1979. Booklet with background information on the School Breakfast Program. Contact: U.S. Department of Agriculture, Food and Nutrition Service office in your region.

****Great Breakfasts Make Great Days**. Kellogg Company. 1979. Four posters representing the nutritional importance of a good breakfast.

Spanish Promotional Materials. Contact: Department of Education, 10th Floor, Hato Rey, Puerto Rico (809) 753-1095.

You Can't Teach a Hungry Child. Color brochure on the School Breakfast Program in Maine. Contact: School Nutrition Programs, State Department of Education and Cultural Services, Education Building, State House Station #23, Augusta, ME 04332 (207) 289-5315.

School Breakfast Expansion

****Breakfast: A Warm Touch**. Patty Kirchhoff. *School Foodservice Journal*, April 1980, vol. 34 (4), p. 56. Description of the School Breakfast Program and how it has expanded in Selawik, Alaska.

****It's Breakfast in Baton Rouge**. Mary Eleanor Cole. *School Foodservice Journal*, March 1984, vol. 38 (2), p. 60. In 1976 the School Breakfast Program in Baton Rouge expanded from the neediest schools to the entire system. Expansion saved jobs and tended to enhance performance in the classroom.

****Breakfast: It's Easier Than You Think**. Ralph Vincent. *School Foodservice Journal*, April 1980, vol. 34 (4), p. 26, 28. Breakfast programs in New Hampshire and Missouri have proven very successful.

****Breakfast: Staying Ahead**. Gene Grant. *School Foodservice Journal*, April 1980, vol 34 (4), p. 55. Participation in the School Breakfast Program in Minneapolis was increased through a campaign to focus attention on nutrition needs.

****Breakfast: Try it, You'll Like It**. Gee Winands. *School Foodservice Journal*, February 1981, vol. 35 (2), p. 28, 30. An elementary School Breakfast Program in California, instituted in 1975, now serves 600 breakfasts in 4 schools. Good management advice points out the need for prior organization, communication with industry representatives, cooperation with school staff, and strong commitment to the program.

**Community Food Report. *Nutrition Week*, November 1, 1984, vol. 14 (43), p. 4-5. The return of school breakfast to some Oregon schools is discussed. Children in seven schools in Eugene, Oregon are able to eat a school breakfast, after the school board reinstated a policy that gives school principals the option of offering breakfast to students.

FRAC's Guide To State Legislation. February 1983. Contains model legislation on how to require expansion of the School Breakfast Program.

If We Had Ham, We Could Have Ham and Eggs...If We Had Eggs. FRAC, February 1972. One of the initial national studies as how to improve and expand the School Breakfast Program.

Join the Early Bird Breakfast Club. Ruth B. Moskowitz. *School Food Service Journal*, March 1984, vol. 38 (2), p. 66-68, 70, 72. The Early Bird Breakfast Club offers middle and senior high school students in the Elizabeth, N.J. public schools a chance to improve their nutrient intake.

Let's Work on School Lunch and Breakfast. Christopher Kocsis. *Food and Nutrition*, U.S. Department of Agriculture, Food and Nutrition Service, December 1980, vol. 10 (6), p. 2-3. Discusses School Breakfast Expansion efforts in Milwaukee, Wisconsin, Cleveland, Ohio, North Carolina, and Jamestown, North Dakota.

Pennsylvania School Breakfast Campaign Handbook. 1980. A dated but useful guide to expansion efforts. One copy available per request. Cost $3 (including third class postage). Contact: Pennsylvania Coalition on Food and Nutrition, 221 Pine Street, Harrisburg, PA 17101 (717) 233-6705.

Reaching Out to Parents. Julie Dutcher. *Food Management*, February 1985, vol. 20 (2), p. 39-40. Describes the efforts of a California school district in meeting the challenge of reaching parents of high school students regarding the School Breakfast Program.

School Breakfast Advocates' Manual. 1983. An excellent guide which assisted coalition members in enacting the school breakfast expansion legislation discussed in Chapter 7 of *Fuel for Excellence*. Materials to develop School Breakfast Programs in your community include numerous fact sheets, state legislation, promotional material, and steps to organize a School Breakfast campaign. Contact: Tennessee Hunger Coalition, P.O. Box 120961, Nashville, TN 37212 (615) 298-3888.

School Breakfast Program: New Legislation Offers Incentive to Implement a School Breakfast Program. Sharlene Berry. *School Foodservice News*, January/February 1987, (3), p. 13. Contact: School Food Service Program, Wisconsin Department of Public Instruction, 125 South Webster Street, P.O. Box 7841, Madison, WI 53707-7841 (608) 266-3509.

Start Their Day with Breakfast. Pamela Ong, *Poppyseeds, California School Food Service Association Newsletter*, January 1987, p. 38-39.

The Untapped Potential of School Breakfast. Lynn Stahley. *Food Management*, March 1987, p. 91-92.

Audiovisual Resources

Filmstrips

Alexander's Breakfast Secret
Break the Fast
Breakfast 4-4-3-2 Way
Why Doesn't Cathy Eat Breakfast?
Contact: California Department of Education, Child Nutrition and Food Distribution Division, 721 Capitol Mall, P.O. Box 944272, Sacramento, CA 94244-2720 (916) 445-0850.

The Young and the Nutritious. Walt Disney Educational Media Company. 1981. A set of six filmstrips that

motivate children to maintain good health by making wise food choices. A teacher's guide includes preview questions, vocabulary lists, follow up activities and evaluations.

Movies

**School Starts with Breakfast. 10 minutes. 1978. Comments of children, parents, and school staff are reported as a School Breakfast Program in Phillipsburg, New Jersey, is shown in operation. Since the program started the children are more alert, the nurse no longer is confronted with sickness caused by no-breakfast syndrome, and the program is well accepted by the children, parents, and school staff.

Radio Public Service Announcements

New York. Eight 30 second Public Service Announcements. Feature well known figures, including Captain Kangaroo and former New York Yankees pitcher Tommy John.

Tennessee. Contact: Darryl Robinson, School Food Service, Tennessee Department of Education, 208 Cordell Building, Nashville, TN 37219 (615) 741-2927.

Vermont. Three 30 second Public Service Announcements. Contact: Bamba Foley, Child Nutrition Programs, Department of Education, Montpelier, VT 05602 (802) 828-2447.

Slide Shows

First Things First: Kansas School Breakfast Program Presentation. 12 minute slide show with cassette. Free loan to show in Kansas. Contact: Rita Hamman, School Food Service, Kansas Department of Education, 120 E. 10th Street, Topeka, KS 66612-1103 (913) 296-2276.

The Mystery of the Tired Rabbit. 41 slides with 7 minute cassette. Rupert Rabbit learns that breakfast is the most important meal of the day. When he has only a donut for breakfast, he is tired, irritable, and can't play well. When he eats a good breakfast, he does well in class and in play.

New Day: Georgia's School Breakfast Program. 80 slides with cassette. Contact: Eugenia Seay, School Nutrition Programs, Georgia Department of Education, 1658 Twin Towers East, Atlanta, GA 30334 (404) 656-2457.

New Hampshire School Breakfast Slide Show. 45 slides and 8 minute cassette. This program discusses the School Breakfast Program in Lebanon, New Hampshire.

Videocassettes

Breakfast at School. 15 minute videocassette. This documentary program informs teachers, parents, students, and School Food Service Personnel about the importance of and need for a School Breakfast Program. Contact: Educational Television Network, SC, 2712 Millwood Ave., P.O. Drawer L, Columbia, SC 29250 (803) 737-3200.

The Breakfast Connection. 30 minute videocassette. Demonstrates to parents, students, and the community the value of eating breakfast. Contact: Joseph Frey, Bureau of School Food Management, New York State Education Department, 99 Washington Avenue, Albany, NY 12210 (518) 474-1765.

Breaking the Fast. 14 minute videocassette. The importance of a nutritious morning meal is stressed as teens discuss pros and cons of breakfast. The teens then plan a breakfast experiment and become convinced of the usefulness and necessity of a good morning meal.

Fuel for Learning. 12 minute videocassette. Testimonials of school principals, school food service personnel, and administrators on the benefits of the School Breakfast Program. Contact: Bamba Foley, Child Nutrition Programs, Department of Education, Montpelier, VT 05602 (802) 828-2447.

A Good Start for Learning. 20 minute videocassette. This program for school administrators and staff discusses the need for breakfast and the elements of beginning a School Breakfast Program. Administrators, teachers, health and nutrition professionals, parents and students share their personal experiences and observations about the Breakfast Program in their schools. Contact: Joseph Frey, Bureau of School Food Management, New York State Education Department, 99 Washington Avenue, Albany, NY 12210 (518) 474-1765.

Appendix D – Sample State Legislation on Expanding the School Breakfast Program

Texas (State Requirement); Connecticut (State Financial Incentives)

"Texas Legislation"

H.B. No. 136

BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF TEXAS:

Section 1. Chapter 21, Texas Education Code, as amended is amended by adding Section 21.914 to read as follows:

"Section 21.914. BREAKFAST PROGRAMS. (a) If at least 10 percent of the students enrolled in one or more schools in a school district are eligible for free or reduced-price breakfast under the national school breakfast program provided for by the Child Nutrition Act of 1966 (42 U.S.C. Subsection 1773), the governing board of the district shall participate in the program and make the benefits of the program available to all eligible students in said schools."

Sec. 2. This Act is effective for the 1978-1979 school year and thereafter for school districts with food service facilities. The effective date of this Act for other school districts shall be the 1981-1982 school year and thereafter.

Sec. 3. The importance of this legislation and the crowded condition of the calendars in both houses create an emergency and an imperative public necessity that the constitutional rule requiring bills to be read on three several days in each house be suspended, and this rule is hereby suspended.

"Connecticut Legislation"

Senate Bill No. 1001

Sec. 33. (NEW) (a) Commencing with the fiscal year ending June 30, 1987, and for each fiscal year up to and including the fiscal year ending June 30, 1991, each local and regional board of education having at least one school building designated as a severe need school, as defined by federal law governing school nutrition programs, in the fiscal year two years prior to the grant year, shall be eligible to receive a grant to assist in providing school breakfasts to all students in those schools with the greatest need.

(b) Grants under this section shall be contingent on documented direct costs of a school breakfast program which exceed the federal aid and cash income received by a school breakfast program. Eligible boards of education shall submit applications, on behalf of each of their severe need schools, for grants under this section to the commissioner of education. Applications shall be submitted in such form and at such times as the commissioner shall prescribe.

(c) Within the limits of the annual appropriation, the amount to which each eligible local or regional board of education is entitled for each fiscal year under this section shall be the sum of (1) three thousand dollars for each severe need school in the school district which provides a school breakfast program; and (2) ten cents per breakfast served in each severe need school, not to exceed three thousand three hundred dollars for each school. If the amount due eligible boards of education exceeds the amount appropriated, the grants calculated under subdivision (2) of this subsection shall be reduced proportionately. In each fiscal year, grants calculated under subdivision (1) of this subsection shall be paid in September, and grants calculated under subdivision (2) of this subsection shall be paid in equal installments in January and May. Based on verification of the data used to calculate such grants, any underpayment or overpayment may be calculated and adjusted by the state department of education in any subsequent year's grant.

(d) Each local and regional board of education participating in the grant program shall prepare a financial statement of expenditures which shall be submitted to the department on or before September first of the fiscal year immediately following each fiscal year in which the school district participates in the grant program. If the commissioner finds that any school breakfast grant recipient uses such grant for purposes which are not in conformity with the purposes of this section, the commissioner may require repayment of the grant to the state. Not later than January 15, 1991, the state board of education shall report to the committee of the general assembly having cognizance of matters relating to education concerning the operation and effectiveness of the programs funded under this section.

Appendix E: Advocate Contacts (Selected States)

ALABAMA

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Alabama Coalition Against Hunger
P.O. Box 409
Auburn, AL 36830
(205) 821-8336

ARIZONA

Punch Woods
Community Food Bank
23 West 27th Street
Tucson, AZ 85713
(602) 622-0525

ARKANSAS

Alicia Chessir
County Line School
Rt. #3, Box 130
Ozark, Arkansas 72949
(501) 635-4081

CALIFORNIA

Patti Whitney-Wise
Lauri True
California Rural Legal Assistance Foundation
1900 K Street, Suite 200
Sacramento, CA 95814
(916) 446-7904

Becky Bettencourt
Gonzales Union High School
1510 Atherton Way
Salinas, CA 93906
(408) 675-2495

COLORADO

Kevin Dando
American School Food Service Association
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Suite 300B
Englewood, CO 80111
(303) 220-8484 OR
(800) 525-8575

CONNECTICUT

Mathew Melmed
Connecticut Association for Human Services
800 Asylun Avenue
Hartford, CT 06105
(203) 522-7762

DISTRICT OF COLUMBIA

Susan Steinmetz
Center on Budget and Policy Priorities
236 Massachusetts Avenue, NE, Suite 305
Washington, DC 20002
(202) 544-0591

FLORIDA

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Broward County School District
1320 SW 4th
Fort Lauderdale, FL 33312
(305) 765-6248

GEORGIA

George Ann Bearden
Georgia Congress of Parents and Teachers
111 Baker Street, NE
Atlanta, GA 30308
(404) 659-0214

Jimmy Griffin
Georgia School Food Service Assoc.
Valdosta City Schools
203 E. Brookwood Drive
Valdosta, GA 31601
(912) 242-0508

IDAHO

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Idaho Hunger Action Coalition
205 North 10th Street
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Bosie, Idaho 83702
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ILLINOIS

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Food Justice Programs
319 S. Jefferson Street
2nd Floor
Chicago, Illinois 60606
(312) 663-4157

INDIANA

Pamela Altmeyer Bennett
Gleaners Food Bank of Indiana
1102 East 16th Street
Indianapolis, IN 46202
(317) 631-1395

IOWA

Karen Ford
Food Bank of Central Iowa
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Des Moines, Iowa 50317
(515) 265-5115

KANSAS

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Box 5314
Topeka, Kansas 66005
(913) 232-0543

KENTUCKY

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Kentucky School Food Service Assoc.
Jefferson County
Louisville, KY
(502) 456-3190

Ann Joseph
Kentucky Task Force on Hunger
1039 Goodwin Drive
Lexington, KY 40505
(606) 253-3027

MAINE

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Lewiston School Food Service
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Lewiston, ME 04240
(207) 783-1150

MARYLAND

George Bibbins
Baltimore County Public Schools
6901 Charles Street
Towson, MD 21204
(301) 494-4254

Linda Eisenberg
Maryland Food Committee
204 East 25th Street
Baltimore, MD 21218
(301) 366-0600

MASSACHUSETTS

Thomas Mela
Massachusetts Advocacy Center
76 Summer Street
Boston, MA 02110
(617) 357-8431

Ruth Palombo
Massachusetts Nutrition Board
150 Tremont Street
4th Floor
Boston, MA 02111
(617) 727-9283

Nate Winship
225 Day Street
Leominister, MA 01453
(617) 534-1924

MICHIGAN

Shirley Powell
SEMFCO
23 East Adams
Detroit, Michigan 48226
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MINNESOTA

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Minneapolis, MN 55415
(612) 348-4968

MISSOURI

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Lutheran Family and Children's Services
4625 Lindell, Suite 501
St. Louis, Missouri 63108
(314) 361-2121

NEW JERSEY

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Community Foodbank of New Jersey
75 Stockton Street
Newark, NJ 07105
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NEW YORK

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(212) 334-8330

Deborah Spicer
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Bureau of Nutrition
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Albany, NY 12237
(518) 473-6333

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New York City Board of Education
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Long Island City, NY 11101
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NORTH CAROLINA

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Harrisburg, PA 17101
(717) 233-6705

SOUTH CAROLINA

Nancy McCormick
South Carolina Legal
Services
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P.O. Box 7187
Columbia, SC 29202
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TENNESSEE

Callie Hutchison
TN Hunger Coalition
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Nashville, TN 37212
(615) 298-3888

Shirley Watkins,
President-Elect
American School Food
Service Association
Memphis City Schools
2597 Avery Ave Room 120
Memphis, TN 38112
(901) 454-5250

TEXAS

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Executive Director
TX Assoc. of Community
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UTAH

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Steve Johnson
Utahns Against Hunger
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Salt Lake City, UT 84103
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Richfield, UT 84701
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WASHINGTON

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Food Service Program
Spokane School District #81
N. 200 Bernard Street
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WEST VIRGINIA

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WISCONSIN

Carol Croce
Wisconsin Nutrition Project
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Madison, WI 53703
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Appendix F: State Department of Education School Breakfast Contacts

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AL State Dept. of Education
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ALASKA

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DELAWARE

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DISTRICT OF COLUMBIA

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GUAM

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Government of Guam
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HAWAII

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IDAHO

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ILLINOIS

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IOWA

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State Capitol
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NEVADA

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PENNSYLVANIA

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PUERTO RICO

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RHODE ISLAND

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SOUTH CAROLINA

Vivian Pilant
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SOUTH DAKOTA

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TENNESSEE

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School Food Services
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208 Cordell Hull Building
Nashville, TN 37219
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TEXAS

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VIRGINIA

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Richmond, VA 23216
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VIRGIN ISLANDS

State Director
Child Nutrition Programs
44-46 Kongens Gade
St. Thomas, VI 00802
(809) 774-0100

WASHINGTON

Virginia R. Whitlatch
Office of School
Food Services
Dept. of Public Instruction
Old Capitol Building, FG-H
Olympia, WA 98504
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WEST VIRGINIA

Shirley Phillips
Child Nutrition Programs
State Dept. of Education
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WISCONSIN

Edward Post
School Food Service
Program
Dept. of Public Instruction
125 South Webster Street
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WYOMING

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School Food Services
State Dept. of Education
Hathaway Building
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Appendix G – U.S. Department of Agriculture Regional and National Office Staff

U.S. Department of Agriculture Food and Nutrition Service

Regional Offices

The USDA/FNS regional offices are listed below. We have listed both the Regional Administrator (who is in charge of the overall operation of the office) and the Special Nutrition Programs Director (SNPD) (who is in charge of communication of USDA policy to the states).

Mid-Atlantic Region
Food and Nutrition Service, USDA
Mercer Corporate Park
Corporate Boulevard
Robbinsville, NJ 08691

Regional Administrator: Christopher J. Martin (609) 259-5025

SNPD: Robert J. Freiler (609) 348-5050

States Served: Delaware, District of Columbia, Maryland, New Jersey, Pennsylvania, Puerto Rico, Virginia, Virgin Islands, and West Virginia.

Midwest Region
Food and Nutrition Service, USDA
536 South Clark Street
Chicago, IL 60605

Regional Administrator: Monroe Woods (312) 353-6664

SNPD: Russell Circo (312) 353-6673

States Served: Illinois, Indiana, Michigan, Minnesota, Ohio, and Wisconsin.

Mountain Plains Region
Food and Nutrition Service, USDA
2420 West 26th Avenue, Room 430-D
Denver, CO 80211

Regional Administrator: David B. Alspach (303) 964-0410

SNPD: Forrest Moore (303) 964-0300

States Served: Colorado, Iowa, Kansas, Missouri, Montana, Nebraska, North Dakota, South Dakota, Utah, and Wyoming.

Northeast Region
Food and Nutrition Service, USDA
10 Causeway Street
Boston, MA 02222

Regional Administrator: Harold T. McLean (617) 565-6370

SNPD: John Magnarelli (617) 835-6425

States Served: Connecticut, Maine, Massachusetts, New Hampshire, New York, Rhode Island, and Vermont.

Southeast Region
Food and Nutrition Service, USDA
1100 Spring Street, N.W., Room 200
Atlanta, GA 30367

Regional Administrator: Virgil Conrad (404) 347-4131

SNPD: Charles Kirby (404) 347-4911

States Served: Alabama, Florida, Georgia, Kentucky, Mississippi, North Carolina, South Carolina, and Tennessee.

Southwest Region
Food and Nutrition Service, USDA
1100 Commerce Street, Room 5-C-30
Dallas, TX 75242

Regional Director: Gene P. Dickey (214) 767-0222

SNPD: H. H. Pullium (214) 729-0214

States Served: Arkansas, Louisiana, New Mexico, Oklahoma, and Texas.

Western Region
Food and Nutrition Service, USDA
550 Kearny Street, Room 400
San Francisco, CA 94108

Regional Administrator: R. Hicks Elmore (415) 556-4950

SNPD: Carol Fahey (415) 556-4956

States Served: Alaska, American Samoa, Arizona, California, Guam, Hawaii, Idaho, Nevada, Oregon, Washington, and Trust Territory of the Pacific Islands, Commonwealth of the Northern Mariana Islands.

National
Food and Nutrition, USDA
3101 Park Center Drive
Alexandria, Virginia 22302

Deputy Administrator,
Special Nutrition Program
George A. Braley

(703) 756-3052

Assistant Deputy Administrator
Stanley C. Garnett
(703) 756-3054

Policy Program Development
Lou Pastura
(703) 756-3620

Appendix H – U.S. Congress Contacts on School Breakfast Program

The following Congressional staff work for committees with jurisdiction over legislation and public policy issues relating to the School Breakfast Program.

House Education and Labor Committee and the Subcommittee on Elementary, Secondary and Vocational Education

Majority staff:

Jack Jennings
Room 2181
Rayburn House Office Building
Tel: 225-4944

June Harris
Room 346C
Rayburn House Office Building
Tel: 225-4368

Minority Staff:

Mark Powden
Room 2101
Rayburn House Office Building
Tel: 225-3725

Mary Jane Fiske
Room 533
House Annex #2
Tel: 226-3110

Senate Agriculture Committee and the Subcommittee on Nutrition and Investigations

Majority Staff:

Ed Barron
Janet Breslin
Room 328A
Russell Senate Office Building
Tel: 224-2035

Bob Andros
George Palmer
(Senator Harkin's staff)
Hart Senate Office Building
Tel: 224-2035

Minority Staff:

David Johnson
Room 328A
Russell Senate Office Building
Tel: 224-2035

Barbara Thomson
(Senator's Boschwitz staff)
Room 506
Hart Senate Office Building
Tel: 224-5641

Chris Bolton
(Sentor Dole's staff)
Room 141
Hart Senate Office Building
Tel: 224-6521

Also

Ann Rosewater
House Select Committee on Children,
Youth and Families
Room 385
House Annex #2
Tel: 226-7660

Cheryl Tates
Timmie Jensen
House Select Committee on Hunger
Room 507
House Annex #2
Tel: 226-5470

FRAC PUBLICATIONS

Poor Infants, Poor Chances: A Longitudinal Study of Progress Toward Reducing Low Birth Weight and Infant Mortality in the United States and its Largest Cities, 1979-1984 (1987)
This detailed study of infant mortality and low birth weight documents a slowing of progress in reducing the infant death rate, a wide disparity in death rates for white and non-white infants, and substantial variations among cities and states in their performance in these key infant health measures.

Cost: $10.00

Miles to Go: Barriers to Participation by the Rural Poor in the Federal Food Assistance Programs (1987)
This report presents findings of a survey of people working to alleviate hunger on barriers to food assistance programs. Detailed information and recommendations for improving the federal food programs are included.

Cost: $3.00

1987 Legislative Staff Directory
Up-to-date listing of the information needed to contact Representatives and Senators on important food stamp and child nutrition issues. Each Representative and Senator's district number, party, telephone, room number, and the names of his or her food stamp and child nutrition aides are included.

Cost: $6.00

A National Survey of Nutritional Risk Among the Elderly (1987)
Scientific literature suggests many elderly people are at nutritional risk. This report discusses details of a national survey conducted by FRAC assessing nutritional risk of the elderly, and recommends policy changes for improving the nutritional status of the elderly.

Cost: $6.00

1986 WIC Directory: A Guide to State WIC Nutrition Coordinators and State WIC Director
A complete guide to who's who in the WIC nutrition community. The directory includes nutrition coordinators and directors for all 50 states and the District of Columbia. Also included are Food and Nutrition Service Supplemental Food Programs Division nutritionists and directors.

Cost: $5.00

Guide to the Food Stamp Program (Seventh Edition, 1983)
Everything you ever wanted to know – and needed to know – about the Food Stamp Program. Presented in a simple question-and-answer format. Answers basic questions on how to apply for food stamps, eligibility, work registration requirements, etc.

Cost: $4.00

Guide to State Legislation (1983)
Changes in federal legislation have given greater say to state and local governments on operating "federal" food programs. This guide outlines issues for targeting efforts and offers concrete advice on how to best wield local influence.

Cost: $10.00

Foodlines: A Chronicle of Hunger and Poverty in America
FRAC's monthly publication, Foodlines, is an indispensible monthly newspaper monitoring political, legislative and administrative developments affecting hunger and poverty in America.

Cost: $20 annual subscription

Doing More With Less: Innovative Ideas for Reducing Costs in the School Nutrition Programs (1982)
An invaluable aid to those concerned about keeping school lunch and other nutrition programs alive and well. Contains practical advice on saving money through collective buying, using Agriculture Department commodities, creative menu planning and more.

Cost: $10.00

WIC: A Success Story (1983)
This popular resource provides a synopsis of each of the major medical evaluation studies done on the WIC program, clearly documenting its value. The studies flow from Harvard, Yale, the Centers for Disease Control and other top-flight institutions.

Cost: $2.00

How to Document Hunger in Your Community (1983)
You just know there are hungry people in your community. But how do you document it? This invaluable booklet tells you how. It also describes ways to publicize your results and recommendations. Appendices contain national statistics on health and poverty.

Cost: $3.00

Bitter Harvest II: A Status Report on the Need for Emergency Food Assitance in America (1985)
Provides an interesting look at the demand for emergency food assistance in the United States. Based on the responses of nearly 300 emergency food providers nationwide, the report compares changes in the demand for emergency food assistance from 1984 to 1985.

Cost: $5.00

Testimony on Welfare Reform (1987)
Presented to the Senate Finance Subcommittee on Social Security and Family Policy by Robert J. Fersh, FRAC Executive Director, this testimony includes discussion of a Welfare Reform Statement of Principles endorsed by over 100 individuals and organizations and calls on the federal government to play a leadership role in protecting all Americans against poverty.

Cost: $1.00

Hunger in the Eighties: A Primer (1984)
From definitions of "malnutrition" to "food banks," to documenting hunger as a major and growing problem across America, "Hunger in the Eighties: a Primer," provides an invaluable resource for anyone concerned about food and nutrition issues.

Cost: $10.00

Nutrition Programs for Senior Americans (1984)
This action guide provides step-by-step explanations of how the federally funded nutrition programs for senior citizens operate at the federal, state and local levels.

Cost: $5.00

Analysis of 1986 Poverty Data (1987)
This analysis, complete with historical data, provides a detailed examination of current statistic and trends in the national poverty rate. Based on U.S. Census Bureau, this report looks at children in poverty, the effects of unemployment on the poverty rate, the poverty rate according to race, and other important indicators.

Cost: $2.00